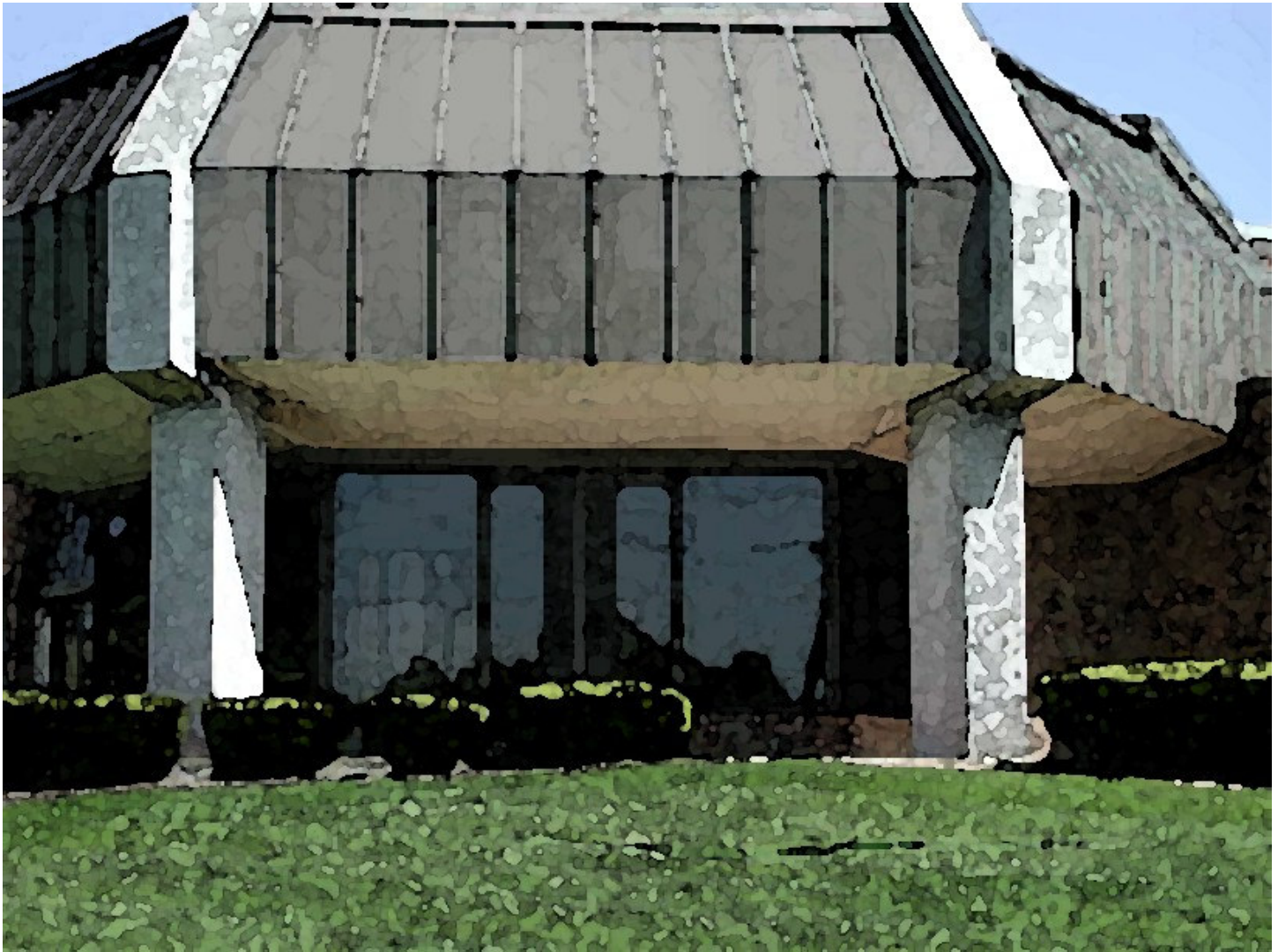


OUR PLAN FOR THE FUTURE

City of Brooklyn Master Plan



DRAFT FOR REVIEW – January, 2006

Prepared by the
Brooklyn Master Plan Advisory Committee
With assistance from the
Cuyahoga County Planning Commission



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January 2006

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INTRODUCTION



"To accomplish great things, we must not only act, but also dream; not only plan, but also believe."

~Anatole France

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INTRODUCTION

For most communities, a master plan is the physical manifestation of putting down on paper the hopes, dreams and goals a community holds. Local planning is one of the most direct and efficient ways to involve the members of the general public in describing the community they want. A community with a balance of land uses has long-term economic stability. Yet it takes vision, foresight and determination to achieve such a balance.

The City of Brooklyn embarked on the preparation of a comprehensive Master Plan in August, 2004, taking a proactive role in maintaining and enhancing the quality of life of its residents, businesses, and many other stakeholders. Brooklyn's proximity to downtown Cleveland, quality of city services, housing variety, availability of commercial and industrial opportunities, quality schools, and both natural and man-made attributes help to define the City as a strong and vibrant community. At the same time, the City of Brooklyn has recognized the need to plan for its future so as to remain competitive within the region.

The purpose of developing a Master Plan for the City of Brooklyn is three fold. First, to document the numerous and complex changes occurring within the City and the region. Second, to devise an overall strategy that will recommend the best approaches for the City to take in addressing any problems, issues and opportunities it is likely to face within the coming decade and beyond.

Third, a Plan provides predictability to the private property owner because planning results in a statement of how the local government intends to act over time with respect to its physical development and redevelopment, public investment strategies and land development controls. The private land owner can use this information to guide and shape his/her development decisions, which then results in complimentary private investments.

The master planning process was undertaken to ensure that as new development and redevelopment continues throughout the region, Brooklyn will continue to be a resilient residential community with strong commercial, industrial, recreational, and institutional offerings. The Master Plan serves as a practical guide to base future decisions involving the City's zoning map, its zoning district regulations and the City's development review procedures, as well as a guide for capital improvements, recreational programming, and natural resource management.

Adoption of the Master Plan by action of Brooklyn City Council is a critical objective to be achieved once the Plan is finalized. Adoption institutionalizes the Master Plan, so that future elected officials, City staff, board members, residents, and other stakeholders will have a guide to direct their decisions. Their decisions will be in response to thoughtful consideration of issues related to the development and redevelopment of the community in order to achieve the shared "vision" of the City's future.

The ultimate success of the Plan, however, will be measured by the community's implementation of the recommended strategies outlined in the final chapter of this report. Numerous strategies, and appropriate action steps are identified, including a mechanism to increase public awareness of the Plan's goals, recommendations, and other findings.

Some of the policies in the Plan involve changes to the zoning code that can be undertaken in a relatively short time. Others are long-range policies, some of which will take considerably more effort and funding to achieve. And yet other policies, especially those dealing with redevelopment, are very far reaching and will need to occur in incremental steps.

The adoption of this plan establishes guidelines to aid the City in making future land use decisions. No laws or ordinances are changed by this Plan. The Brooklyn Planning and Zoning Code is a very important tool the City has to carry out the policies of this Plan, and this Plan includes specific recommendations for updating and modifying the existing zoning regulations. However, in order to actually adopt the recommended changes, a formal zoning amendment process will need to be undertaken as a separate and distinct action.

METHODOLOGY

The City of Brooklyn commissioned the Cuyahoga County Planning Commission (CPC) to undertake a comprehensive Master Plan, to be completed during a 15-month period. At the outset, the City and the CPC agreed that in order for the Plan to be the guide it is intended to be, it must be tailored to the unique characteristics, needs and desires of the community, and ultimately, must reflect the goals of the community and its residents. This belief underscored the need to include a strong public participation component comprised of an advisory committee (a small, structured working committee) along with periodic community-wide public meetings.

The Master Plan Advisory Committee (MPAC) was constituted at the start of the plan preparation process. It was comprised of 15 members who were appointed by the City Administration to serve in an advisory capacity to the Mayor, City Council and the City Planning Commission.

Committee members met on a regular once-a-month schedule with the County Planning Commission and were joined by various Council Members and Administration staff throughout the planning process. Analyses of physical and social conditions were shared with the MPAC members at each meeting which lead to the identification of focus areas. This project included three additional levels of public participation.

Individual Interviews. "Conversational" interviews were conducted with nearly all of the MPAC members, City Council, Mayor and other administrative department heads. The purpose of these interviews was to gather general opinions and observations of the development issues confronting the City of Brooklyn from the perspective of the interviewee. These interviews helped the County Planning Commission staff gain a full understanding of the range of issues that should be addressed in the Master Plan.

Community Survey. A community survey of a random sample of 20% of households in the City was conducted in the Fall of 2004. The 13 page survey included 45 questions that covered a wide range of issues, including questions on residents' opinions on the strengths and weaknesses of the City. A copy of the Community Survey and its findings are included as Appendix A.

Community-Wide Public Meetings. In order to communicate and create a dialogue with the community as a whole and to test the directions being considered, general public meetings were held at two strategic points in the process.

- D The first two public meetings were held at the time the basic development objectives were formulated and alternative policy directions being considered. These meetings were conducted on June 7 and July 21, 2005. Recorded information was presented on display maps suitable for public review. The purpose of these reviews was for the public to comment on the observations made, the conclusions reached, and the alternative directions being considered and help identify any areas for further detailed analysis.
- D Once a Draft Plan was completed, it was presented at a second community-wide public meeting on January 19, 2006. Feedback from the general public was considered by the MPAC at follow-up meetings.

It is intended that the Plan will serve as a strong and powerful guide for the City. However, it is also understood that the recommendations put forth are largely based on current conditions and assumptions of future trends. The City should continually refer to and periodically reevaluate the Master Plan to reflect changing conditions and ensure that it remains a useful document for guiding key decisions.

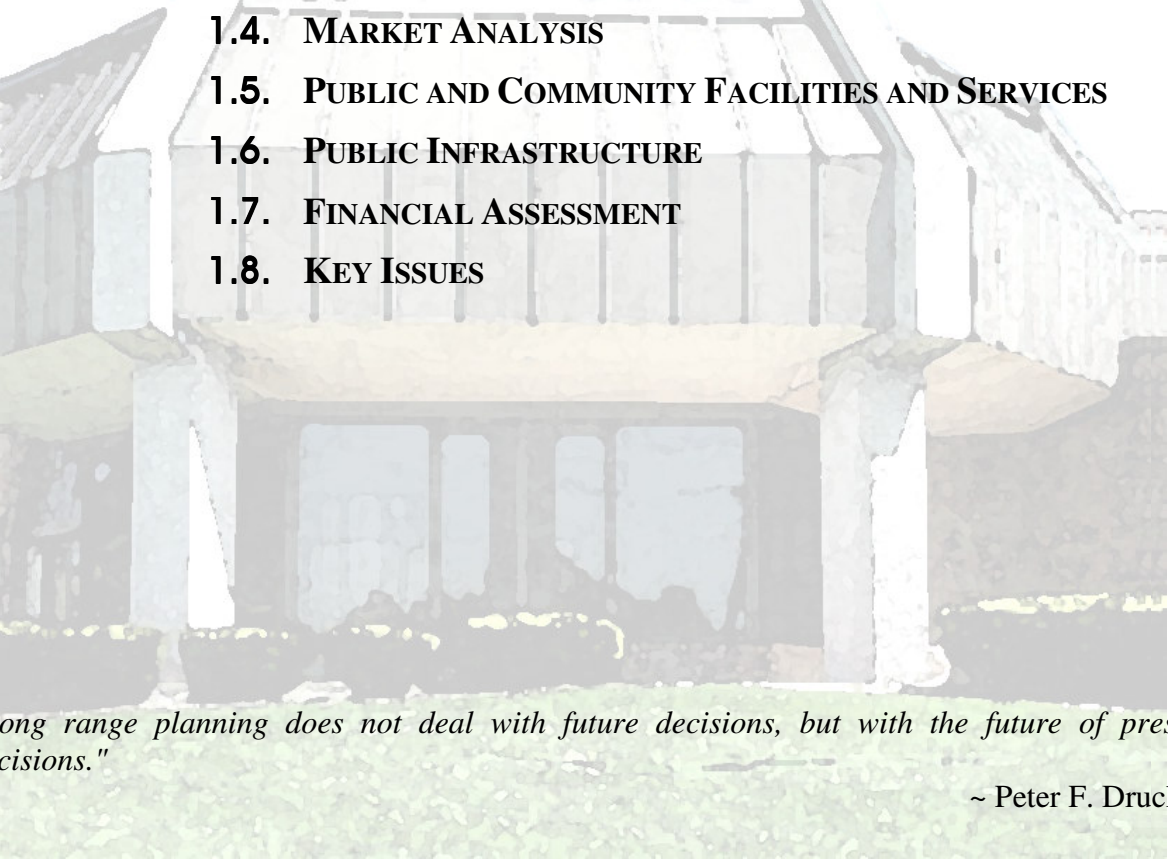
GOALS OF THIS PLAN

The fundamental goal of preparing this Master Plan for Brooklyn is to address the constant change and evolution of the City. In doing so, this plan document meets six basic requirements of planning:

1. It is comprehensive.
2. It is long-range – some goals will take years to accomplish.
3. It is general.
4. It focuses on physical development.
5. It relates physical design to community goals and social and economic policies.
6. It is a policy guide first, and a technical instrument only second.

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PART 1 EXISTING CONDITIONS AND ASSESSMENTS

- 
- 1.1. REGIONAL CONTEXT**
 - 1.2. DEMOGRAPHICS**
 - 1.3. LAND USE PATTERNS, ZONING AND NATURAL FEATURES**
 - 1.4. MARKET ANALYSIS**
 - 1.5. PUBLIC AND COMMUNITY FACILITIES AND SERVICES**
 - 1.6. PUBLIC INFRASTRUCTURE**
 - 1.7. FINANCIAL ASSESSMENT**
 - 1.8. KEY ISSUES**

"Long range planning does not deal with future decisions, but with the future of present decisions."

~ Peter F. Drucker.

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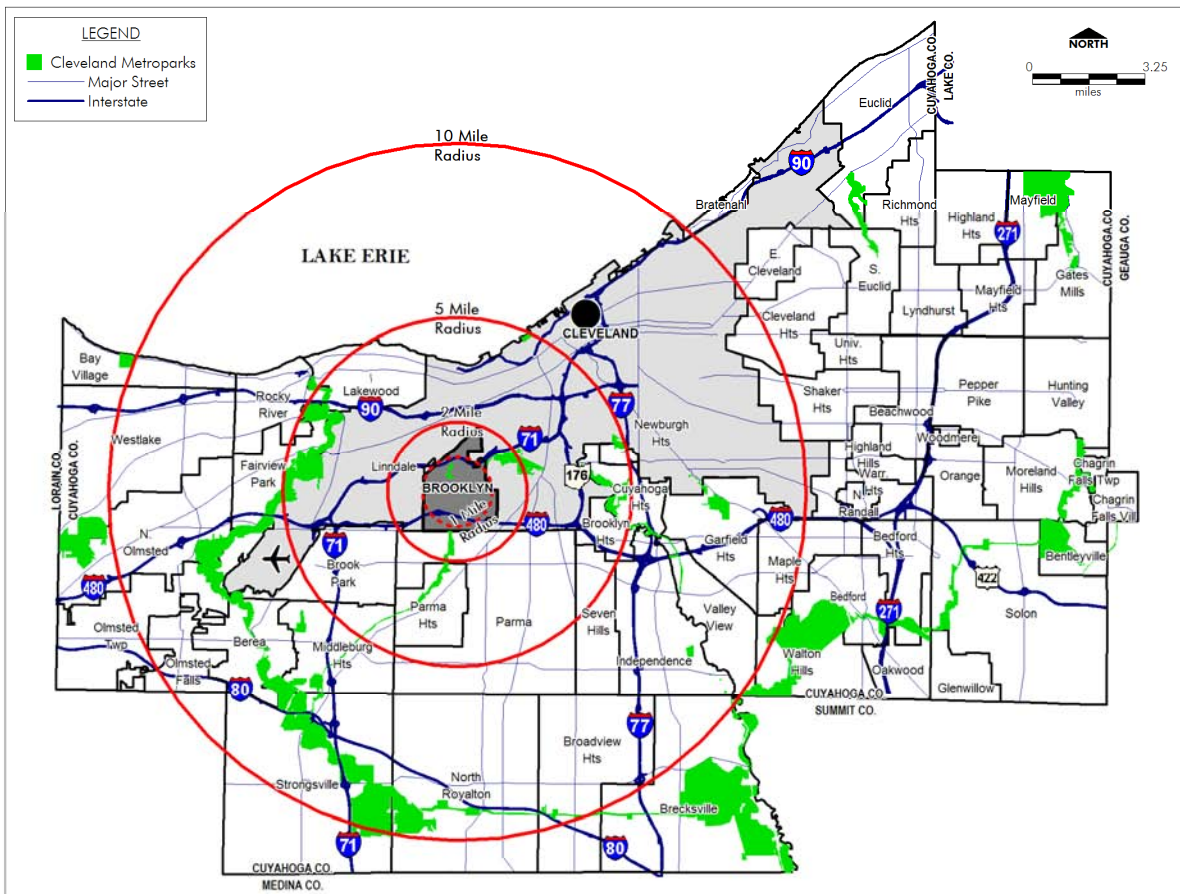
CHAPTER 1.1

REGIONAL CONTEXT

Brooklyn is a first-ring suburb of the City of Cleveland in Northeast Ohio and is one of 59 communities in Cuyahoga County, which is quickly becoming Ohio's first fully developed county. It is surrounded on three of its municipal borders by Cleveland, while the Village of Linndale is located to the northeast and the City of Parma is located directly to the south. Each of these communities exerts their own influence on Brooklyn from both a physical and economic standpoint. Plus the City's location in the county, roughly six miles southwest of downtown Cleveland and five miles from the Hopkins International Airport, and the larger Northeast Ohio region also impact development decisions the City faces. Because of these factors, the City of Brooklyn should not be studied in isolation; rather, it should be considered within its greater regional context.

Two interstate highways, I-71 and I-480, bisect the City in an east-west direction. There are two access ramps to Interstate 480 in Brooklyn, while Interstate 71 can be accessed in nearby Cleveland. These highway systems link Brooklyn to numerous communities throughout Cuyahoga County as well as to such regional amenities as Downtown Cleveland, Lake Erie, Hopkins International Airport, and the rest of the Greater Cleveland area.

Figure 1 Regional Context



Brooklyn is also a part of the extensive network of the Cleveland Metroparks, Ohio's oldest and largest metropolitan park district. Two of the Metroparks Reservations are in or abut Brooklyn. Brookside Reservation, in the City of Cleveland, abuts Brooklyn to the east, just south of I-71 and provides over 135 acres of recreational amenities including the Zoo. A portion of the Big Creek Reservation, a 37-acre picnic area, is located in Brooklyn while the Big Creek Parkway and majority of the Reservation continue southward, extending across seven communities: Brooklyn, Parma, Parma Heights, Middleburg Heights, and Strongsville. These two Reservations are part of the 14 reservations that circle the City of Cleveland and make up Metroparks' Emerald Necklace.

The City offers numerous retail opportunities and attracts shoppers from within as well as outside of its municipal boundaries. Restaurants and retail businesses are concentrated at Ridge Park Square, Cascade Crossings, Biddulph Plaza, and along the Brookpark Road corridor. Plus with the extensive highway system, numerous other employment centers and shopping centers are easily accessible for Brooklyn residents.

Brooklyn is strategically located between Downtown Cleveland and the airport, with easy access to the interstate highway system. Its location is an asset to residents, employers and retailers.

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CHAPTER 1.2

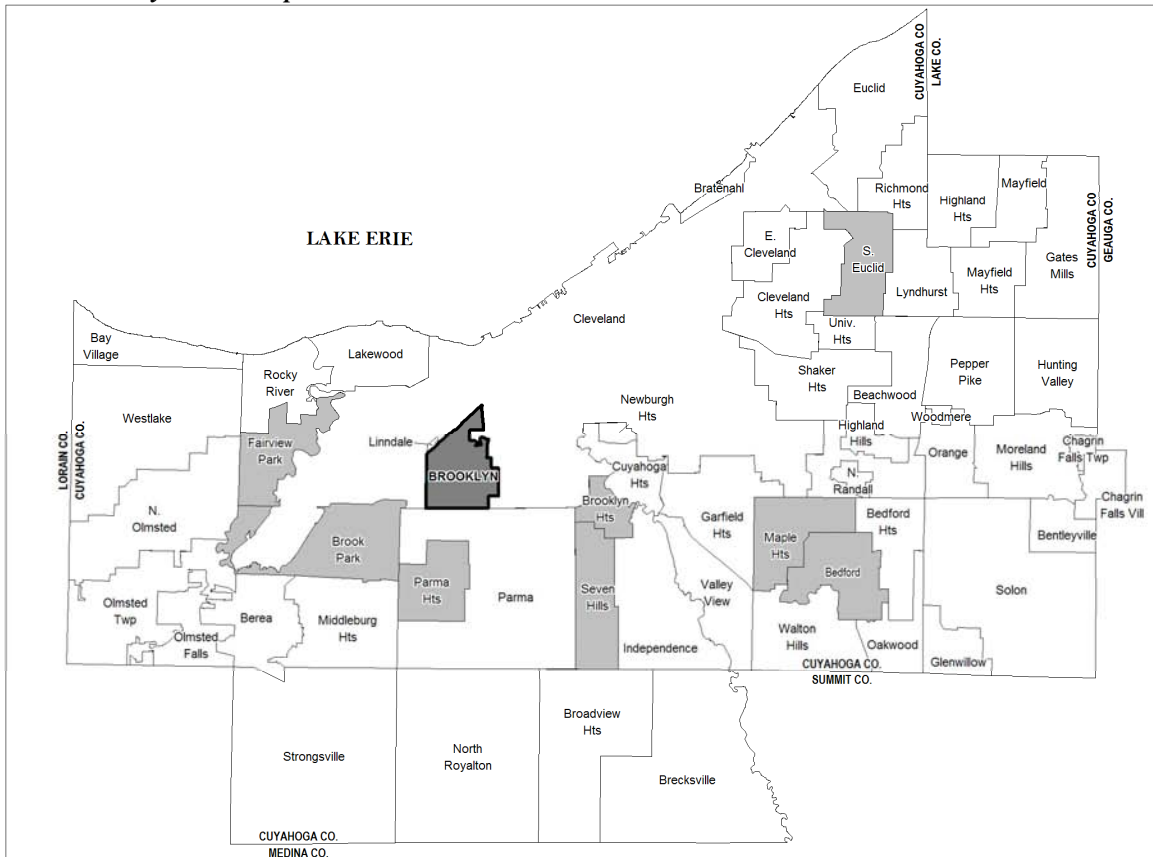
DEMOGRAPHICS

A demographic analysis of Brooklyn is important and necessary for several reasons. An analysis provides insight into existing community needs in terms of facilities and programming and is most useful when forecasting future community needs. As such, an in-depth look at key demographic trends can assist in the formation of city-wide goals and recommendations.

The majority of the data presented is derived from the decennial Census of Population and Housing of the U.S. Census Bureau. Year 2000 census data was primarily used, but previous census years were also included in order to assess trends in the community. Additional information was provided by Cleveland State University's Northern Ohio Data & Information Service (NODIS) and the Cuyahoga County Auditor's Office.

Eight communities were selected in which to compare against Brooklyn: Bedford, Brook Park, Brooklyn Heights, Fairview Park, Maple Heights, Parma Heights, Seven Hills, and South Euclid. These communities were selected because of factors such as population similarities, total number of housing units, year housing built, median income, and their similar proximity to the City of Cleveland. In reviewing comparison data, the more noteworthy statistics are highlighted below while the complete set of data in tabular format is included in Appendix B.

Figure 1: Brooklyn and Comparison Communities



Because Brooklyn does not operate in a vacuum, the City is subject to demographic trends that are occurring locally, regionally and nationally. In general, older, central cities have experienced population declines while outlying rural areas are being developed. In Greater Cleveland, there has been an out-migration of residents from Cleveland and its inner-ring suburbs, and a net gain in population in Cuyahoga County's outer suburbs and beyond. In contrast, many communities have maintained or increased their number of households - due to smaller household size. Nationally, household size has fallen from 3.33 in 1960 to 2.57 in 2003. Another trend is that our society is aging. Because of advances in healthcare, healthier lifestyles, and declining birth rates, older adults are becoming an increasing proportion of our population. This Chapter looks at how these and other trends are occurring in Brooklyn.

POPULATION

Brooklyn's official population count in 2000 was 11,586 according to the U.S. Census Bureau. Like many other communities in Cuyahoga County, Brooklyn's population peaked in 1970, when approximately 13,142 persons resided in the City. Since then, Brooklyn's population has declined each subsequent census. According to the latest population estimates published by the U.S. Census Bureau, Brooklyn's population was estimated at 11,051 as of July 1, 2004.

While Brooklyn lost population over the past four decades, the number of households has experienced steady growth. Since 1960, the number of households has increased, up from 3,048 in 1960 to 5,348 in 2000 according to the U.S. Census Bureau. The total number of households in Brooklyn has increased more than 75% since 1960 which is similar to other communities in the region that experienced population declines but an increase in total households.

Figure 2: Population and Household Change: 1960- 2000

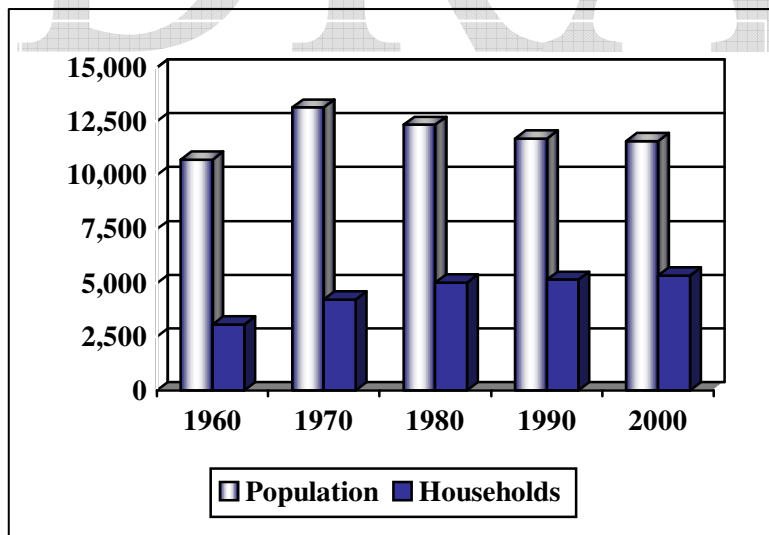


Figure 2 more clearly shows the relationship between Brooklyn's total population and total number of households. As Brooklyn's overall population decreased, the City simultaneously experienced an increase in the number of households. This shift can be explained by an overall decline in household size, the average number of persons in a household. More single-family households, higher divorce rates, and fewer children per family contribute to smaller household size. Brooklyn's

household size was considerably larger four decades ago with more than 3.5 persons per household as compared to 2.17 persons per household in 2000.

While Brooklyn's population loss has been trending downward for the past 40 years, the decline has slowed in the last decade. Between 1990 and 2000, Brooklyn experienced a 1% loss of

residents. A decade earlier, Brooklyn experienced a population loss of 5.4%, similar to Cuyahoga County which had a 5.2% decline from 1980 to 1990.

Compared to the eight comparison communities, Brooklyn's population change is modest. Brook Park, Bedford and Maple Heights experienced population declines of 7.2%, 4.1% and 3.4% respectively between 1990 and 2000. On the other hand, only two of the comparison communities experienced a gain in total population since 1990: Brooklyn Heights (7.4%) and Parma Heights (1%). Many of the older inner-ring communities and Cuyahoga County in general are losing population to outlying suburban communities and places outside of the County.

Table 1: Population Change, Brooklyn & Comparison Communities, 1990-2000

Community	Change 1990-2000		Community	Change 1990-2000	
	#	%		#	%
Brooklyn	-120	-1.0%	Maple Heights	-933	-3.4%
Bedford	-608	-4.1%	Parma Heights	211	1.0%
Brook Park	-1,647	-7.2%	Seven Hills	-259	-2.1%
Brooklyn Heights	108	7.4%	South Euclid	-329	-1.4%
Fairview Park	-456	-2.5%	Cuyahoga County	-18,295	-1.3%

Source: Census of Population & Housing, U.S. Census Bureau, 1960-2000.

POPULATION PROJECTIONS

Population projections can be especially useful to estimate future public facility needs such as schools, police and fire protection, and recreation. The U.S. Census Bureau however, does not conduct projections for communities less than 50,000 persons. Assuming that past population trends such as lower birth rates and smaller average family sizes will continue into the future (though likely as a slower rate of decline), it is projected that the population of Brooklyn will continue to decline and range from 9,583 to 11,232 by the year 2020. This trend in population decline is not expected to reverse unless Brooklyn identifies additional undeveloped land for new residential development, or redevelops existing nonresidential land for new residential uses.

Table 2: Population Forecast, Brooklyn, 2000-2020

Population Methodology	Year 2000*	Year 2010	Year 2015	Year 2020
A. High (1980-2000)	11,586	10,876	10,209	9,583
B. Mid (2000-2004)	11,586	11,051	10,540	10,053
C. Low (1990-2000)	11,586	11,467	11,349	11,232

*Denotes that this number is the official census count for the City of Brooklyn.

Brooklyn from 1980-2000 will continue through to the year 2020. **Methodology B** assumes that the average population change occurred from 2000-2004 will continue to the year 2020. **Methodology C** assumes that the average population change that occurred from 1990-2000 will continue to the year 2020. All three population projects further assume that the City's present geographical boundaries will not change, and that the amount of residentially-zoned land will not change significantly.

The above population projections are based upon linear extrapolations. **Methodology A** assumes that the average population change (loss) that occurred within

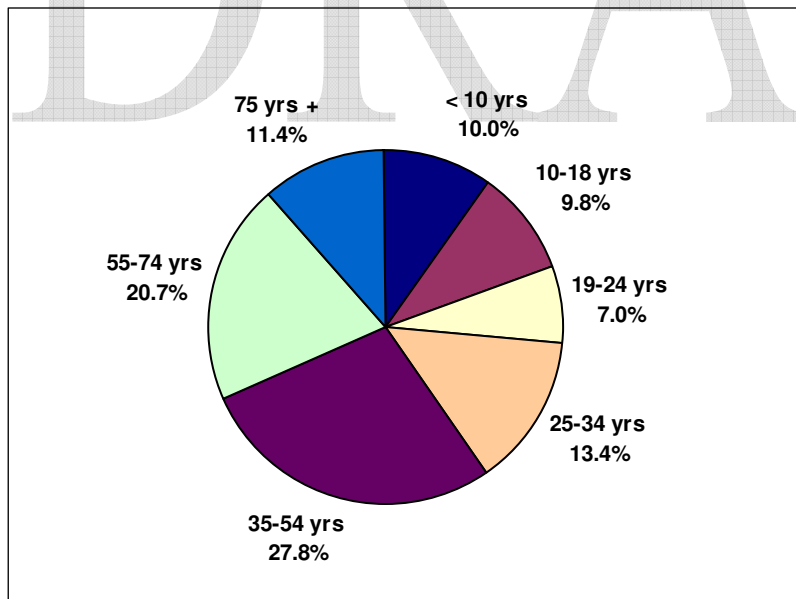
AGE

When broken out by typical marketing segments, Brooklyn's age composition is similar to many of the comparison communities and Cuyahoga County in general. Brooklyn's largest age group is that of middle-age adults, persons 35 to 54 years old (See Figure 3). Approximately 28% of Brooklyn residents are between 35 and 54 years old, according to the 2000 U.S. Census. The next highest percentage of persons in Brooklyn is 55 to 74 years old. Approximately 21% of Brooklyn residents are between 55 and 74 years old, as compared to the communities of Seven Hills, Brooklyn Heights, and Brook Park which have higher percentages of persons between 55 and 74 years old, ranging from 22.5% to 26.9%.

About one-third of Brooklyn's total population is at least 55 years old or older. Among the comparison communities, Brooklyn has the fourth highest percentage of residents over the age of 55. The communities of Seven Hills, Brooklyn Heights, and Parma Heights have larger percentages of residents age 55 or over, 39.1%, 35.0%, and 33.5% respectively. For persons 75 years and older, Brooklyn has the third highest percentage among the comparison communities and the 12th highest percent county-wide.

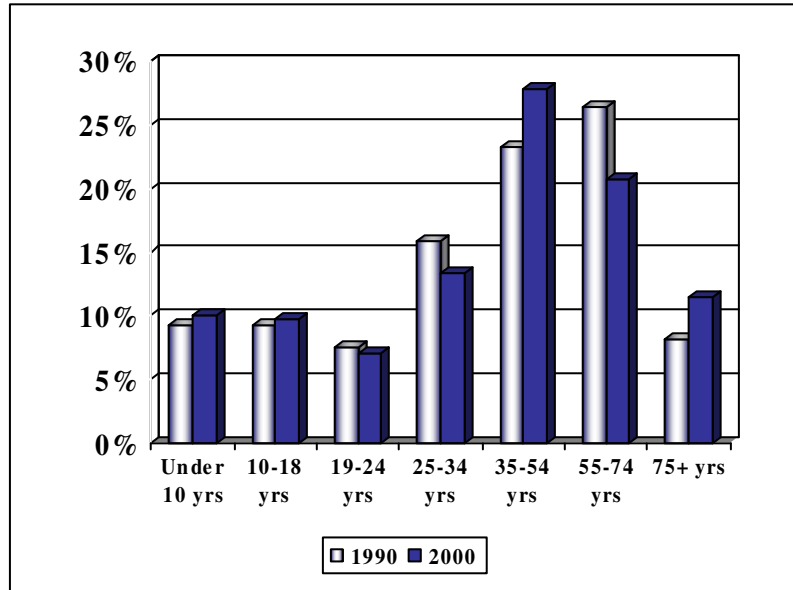
In Brooklyn, the smallest percentage of persons by age group is 19 to 24 years old, but this age range includes the fewest number of years of all the age groups. Roughly 7% of Brooklyn residents are in this age group. While small, this age group translates into 811 young adults.

Figure 3: Age Composition, Brooklyn, 2000



Just less than 10% of Brooklyn residents are between the age of 10 and 18 years old, and another 10% are nine years old or younger. Combined, persons below the age of 18 years old total roughly 2,300 persons and comprise almost one-fifth of Brooklyn's total population.

In terms of age composition, Brooklyn most closely resembles the City of Parma Heights. The two cities have approximately the same percentages of persons within each age category.

Figure 4: Change in Age Composition, 1990-2000

As Figure 4 shows, Brooklyn has experienced significant gains in the number of total persons 35-54 years old and persons over 75 years old when compared to 1990, 17% and 37% respectively. Factors such as advances in healthcare, healthier lifestyles, and declining birth rates have contributed to a growing proportion of older adults.

During the same time, Brooklyn also experienced noticeable declines in certain age groups. Persons between the ages of 25 to

34 years and 55 to 74 years old lost population, 20% and 29% respectively. The rise of Baby Boomers, those born between 1946 and 1964, and their offspring help to explain the large increases in population and subsequent drops in certain age groups as these age groups move into the next age bracket. In general, Brooklyn's population is growing older.

INCOME

The City of Cleveland has the highest poverty rate in metropolitan areas around the Country. While this doesn't impact Brooklyn directly, it has some indirect consequences because Brooklyn is surrounded on three sides by Cleveland. Poverty affects property maintenance, housing values, and shopping thefts.

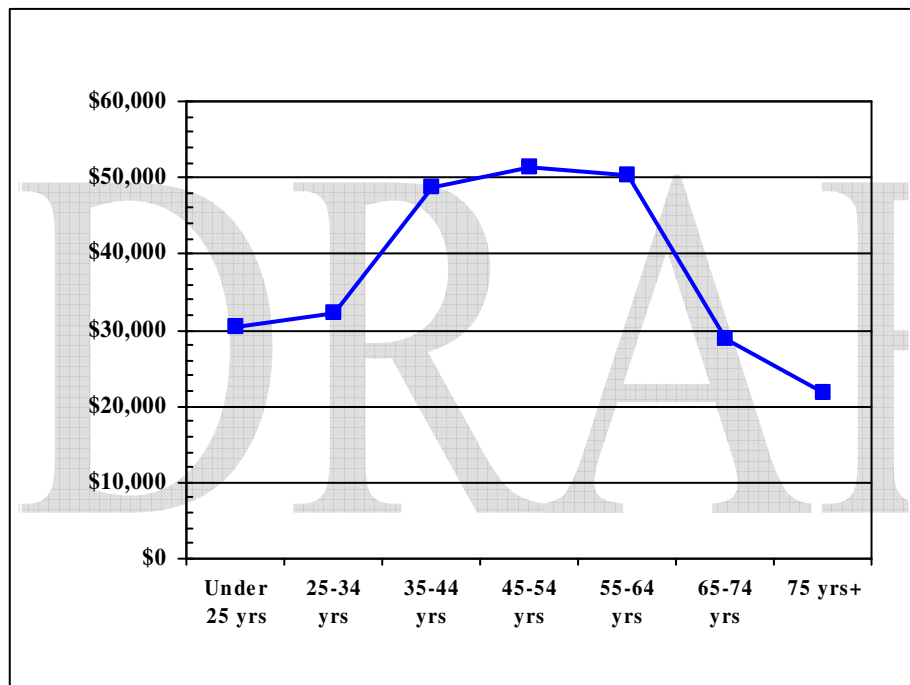
According to the 2000 Census of Population & Housing, Brooklyn's median household income was \$36,046. Median refers to the middle value in a distribution, suggesting there are equal values above and below it. In terms of the comparison communities, Brooklyn ranks lowest and has the 8th lowest overall median household income of the 59 Cuyahoga County communities. However, Brooklyn experienced a significant percentage change increase over 1990 median household income (not adjusted for inflation). Between 1990 and 2000, Brooklyn's median household income increased more than 34%, the fourth highest increase of the comparison communities. Still, Brooklyn's 1990 median household income also ranked as one of the lowest countywide at \$26,818.

Per capita income is the result of total aggregated income divided by population. Brooklyn's per capita income was \$21,127 in 2000, and ranked fifth among the comparison communities. Cuyahoga County as a whole compares at \$22,272. In terms of percentage change from 1990 to 2000, Brooklyn's per capita income rose more than 53% since 1990, the second highest percentage increase among the comparison communities.

Table 3: Median Household and Per Capita Income, 2000

Community	2000 Income		Community	2000 Income	
	Median HH	Per Capita		Median HH	Per Capita
Brooklyn	\$36,046	\$21,127	Maple Heights	\$40,414	\$18,676
Bedford	\$36,943	\$20,076	Parma Heights	\$36,985	\$20,522
Brook Park	\$46,333	\$20,411	Seven Hills	\$54,413	\$25,014
Brooklyn Heights	\$47,847	\$27,012	South Euclid	\$48,346	\$22,383
Fairview Park	\$50,487	\$27,662	Cuyahoga County	\$39,168	\$22,272

Source: Census of Population & Housing, U.S. Census Bureau, 2000.

Figure 5: Median Household Income by Age, Brooklyn, 2000

In general, a person's median household income decreases as a person reaches retirement age. This is true in Brooklyn where the highest median household income is \$51,250 for persons between 45-54 years old, but declines to \$28,864 for persons between 65-74 years old. It drops still lower at \$21,708 for persons age 75 years and older, which is almost half the peak median household income by age (See Figure 5).

EDUCATION

Table 4 shows educational attainment for Brooklyn and each of the comparison communities according to the 2000 U.S. Census. Of persons age 25 years and older, roughly 80% of Brooklyn's residents had at least a high school diploma or equivalent, the lowest of the eight comparison communities, and slightly lower than Cuyahoga County in general. Of the comparison communities, Fairview Park and South Euclid have the highest percentages of persons with a high school degree or more, where 90% or more have a high school diploma.

In terms of post-high school education, 13% of Brooklyn residents who are 25 years and older had a college degree or higher compared to 25% of all Cuyahoga County. The comparison communities of Fairview Park and South Euclid both have over 36% with a college degree or above. In general, the higher the educational attainment is, the higher the household income.

Table 4: Educational Attainment

	Total Persons 25 yrs & older	High School Diploma & Above		College Degree & Above	
		#	%	#	%
Brooklyn	8,476	6,791	80.1%	1,109	13.1%
Bedford	10,365	8,631	83.3%	1,271	16.1%
Brook Park	14,883	12,019	80.8%	1,450	9.7%
Brooklyn Heights	1,192	1,029	86.3%	320	26.9%
Fairview Park	12,719	11,644	91.6%	4,651	36.6%
Maple Heights	17,705	14,558	82.2%	2,288	12.9%
Parma Heights	15,990	13,222	82.7%	2,955	18.5%
Seven Hills	9,187	7,811	85.0%	2,029	22.1%
South Euclid	16,056	14,454	90.0%	5,857	36.5%
Cuyahoga County	936,148	763,897	81.6%	172,251	25.1%

Source: Census of Population & Housing, U.S. Census Bureau, 2000.

Table 5: Place of Work

	Total Persons 16 yrs & older employed in labor force	Worked within place of Residence	Worked outside place of Residence
		%	%
Brooklyn	5,245	16.3%	83.7%
Bedford	6,878	15.7%	84.3%
Brook Park	10,183	14.3%	85.7%
Brooklyn Heights	804	16.5%	83.5%
Fairview Park	8,833	13.0%	87.0%
Maple Heights	12,084	10.6%	89.4%
Parma Heights	9,644	9.4%	90.6%
Seven Hills	5,629	7.8%	92.2%
South Euclid	12,137	11.3%	88.7%
Cuyahoga County	617,590	27.9%	72.1%

Source: Census of Population & Housing, U.S. Census Bureau, 2000.

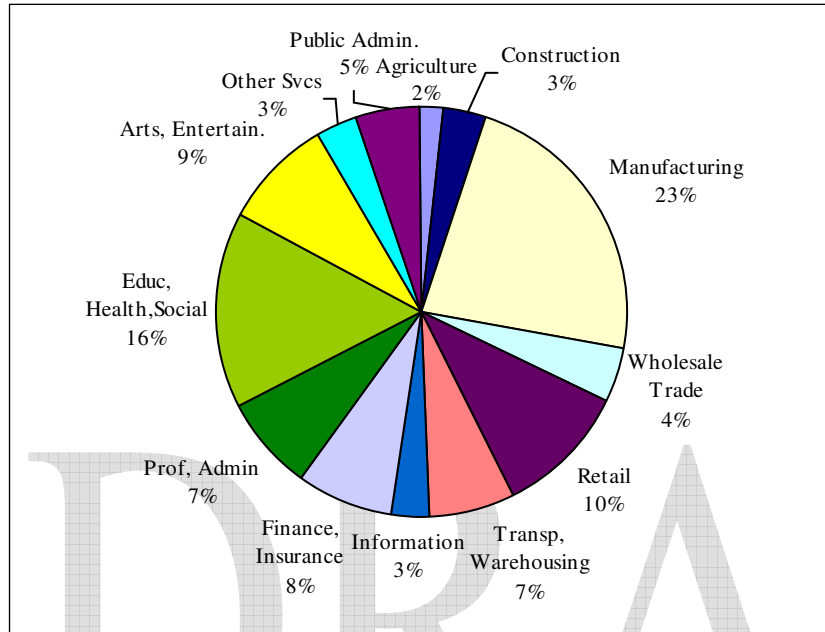
LABOR FORCE

Brooklyn has approximately 5,600 persons in the civilian labor force. Of that total, roughly 5,345 are employed and working, according to the 2000 U.S. Census. Similar to each of the comparison communities, more than three-quarters of these residents (age 16 years and older employed in the civilian labor force) work outside of the city in which they reside (See Table 5). Brooklyn has a higher percentage of persons working within its boundaries, at 16.3%, second only to Brooklyn Heights. Of the 59

communities county-wide, Brooklyn ranks 23rd in terms of the percentage of persons who work within their place of residence.

Brooklyn residents work in a variety of industry occupational sectors. According to the 2000 U.S. Census, the majority of Brooklyn residents age 16 years and over who are employed in the civilian labor force work in the Manufacturing sector. Approximately 23% of Brooklyn residents (more than 1,230 persons) work in manufacturing. Brooklyn's next highest percentage of industry occupations is in the Educational, Health, and Social Science at approximately 16%.

Figure 6: Employment by Industry, Brooklyn, 2000



This percentage is low when compared to the comparison communities where all but Brooklyn Heights have more employed in Educational, Health, and Social Science industry occupations. More than 10% of all employed Brooklyn residents age 16 years and older were employed in the Retail trade sector, the third highest percentage of occupational industries. See Figure 6.

For a detailed discussion of employees and earnings in Brooklyn, see Chapter 1.4 Market Analysis.

HOUSING

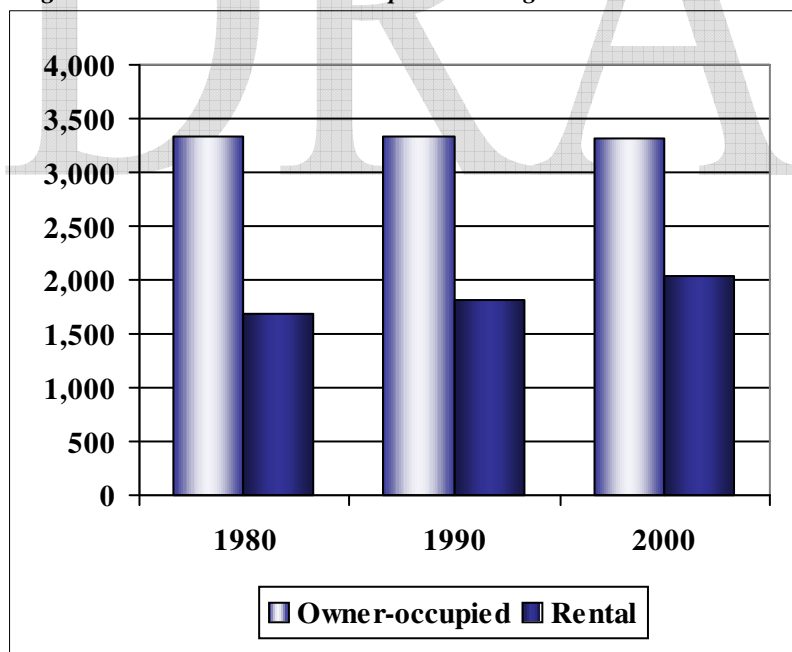
As Table 6 shows, Brooklyn has experienced an increase of housing units over the past twenty years. Between 1980 and 1990, Brooklyn's number of housing units rose from 5,175 to 5,239 units. Compared to communities such as Brooklyn Heights and Maple Heights, which showed losses in total housing units between 1980 and 1990, Brooklyn experienced a modest increase of 1.2%. The community that experienced the largest gain in total housing units was the City of Bedford, with approximately 19% during that same period.

Within the last decade, Brooklyn saw an additional increase in housing units, up to 5,521 total units in 2000. Brooklyn's recent gain of 5.4% between 1990 and 2000 is most similar to Cuyahoga County as a whole at 5.5%. The comparison communities that experienced the largest gains in housing since 1990 were Brooklyn Heights, Parma Heights, and Seven Hills, while Bedford's previous gains actually showed a decline from 1990 to 2000.

Table 6: Total Housing Units: 1980, 1990 & 2000

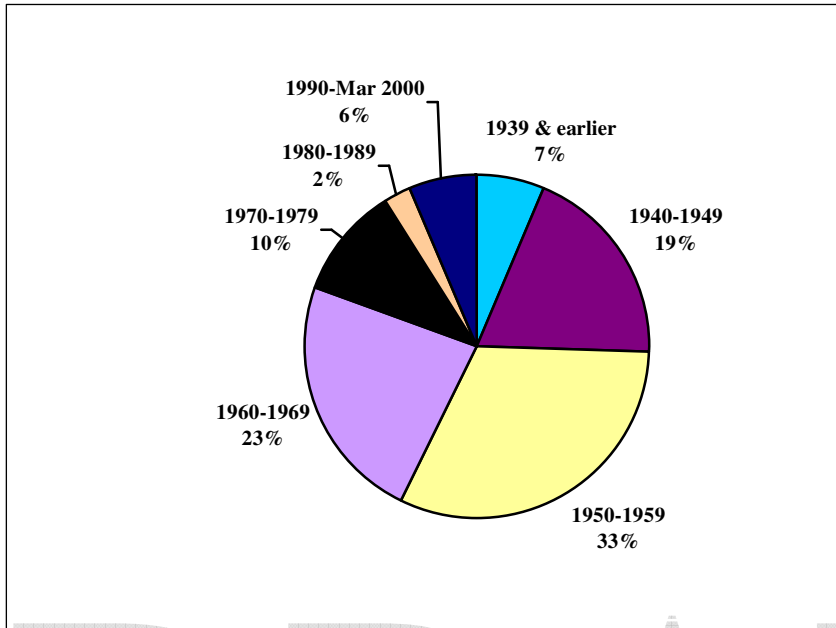
	1980	1990	Change 1980 - 1990		2000	Change 1990 - 2000	
			#	%		#	%
Brooklyn	5,175	5,239	64	1.2%	5,521	282	5.4%
Bedford	5,953	7,074	1,121	18.8%	7,062	-12	-0.2%
Brook Park	7,899	8,036	137	1.7%	8,370	334	4.2%
Brooklyn Heights	568	558	-10	-1.8%	607	49	8.8%
Fairview Park	7,822	7,980	158	2.0%	8,152	172	2.2%
Maple Heights	10,927	10,791	-136	-1.3%	10,935	144	1.3%
Parma Heights	9,458	9,544	86	0.9%	10,263	719	7.5%
Seven Hills	4,302	4,584	282	6.6%	4,883	299	6.5%
South Euclid	9,559	9,565	6	0.1%	9,854	289	3.0%
Cuyahoga County	596,637	604,538	7,901	1.3%	616,903	12,365	2.0%
Cuyahoga County, excl City of Cleveland	357,080	380,227	23,147	6.5%	401,017	20,790	5.5%

Source: Census of Population & Housing, U.S. Census Bureau, 1990 and 2000.

Figure 7: Owner vs. Renter Occupied Housing Units

In terms of housing tenure, Brooklyn's total number of occupied housing units increased from 5,018 in 1980 to 5,348 in 2000. Of that total, owner-occupied housing has remained relatively stable. On the other hand, renter-occupied housing units have accounted for an increasing portion of that total, up from 32.5% in 1980 to 36.7% in 2000. Owner-occupied housing units continue to comprise the majority, about two-thirds of all occupied housing in the City. Vacant housing units have fluctuated over recent decades, down between 1980 and 1990 and returning to about 3% in 2000, according to the U.S. Census.

Figure 8: Year Housing Built, Brooklyn



As Figure 8 shows, the decade that experienced the largest increase in housing construction in Brooklyn was the 1950's. Combined, the amount of construction during the 1950's and 1960's account for more than half of all the housing units in the City. Just over one quarter of Brooklyn's housing was built before 1950 and the remaining 18% was built after 1970. Brooklyn has had some activity in recent years, accounting for 6% of housing construction since 1990.

Figure 9: Median Year Housing Built

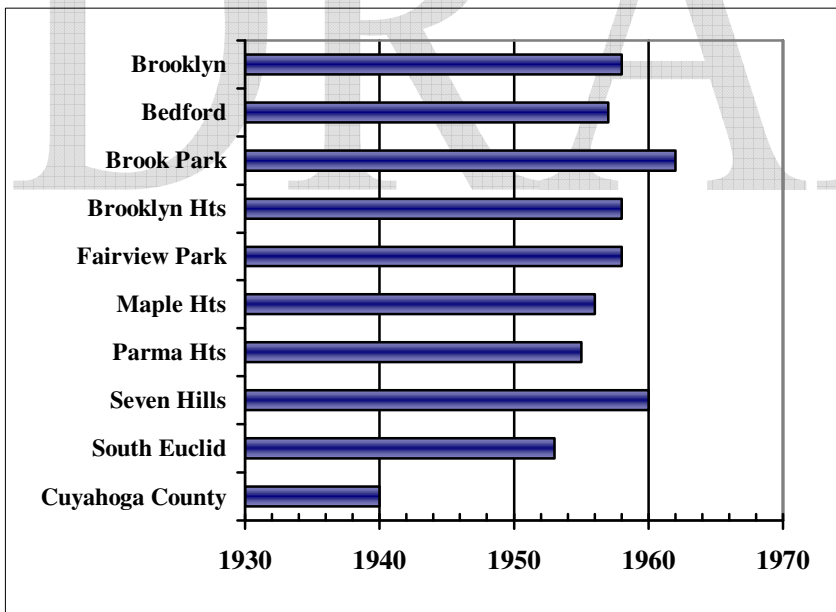
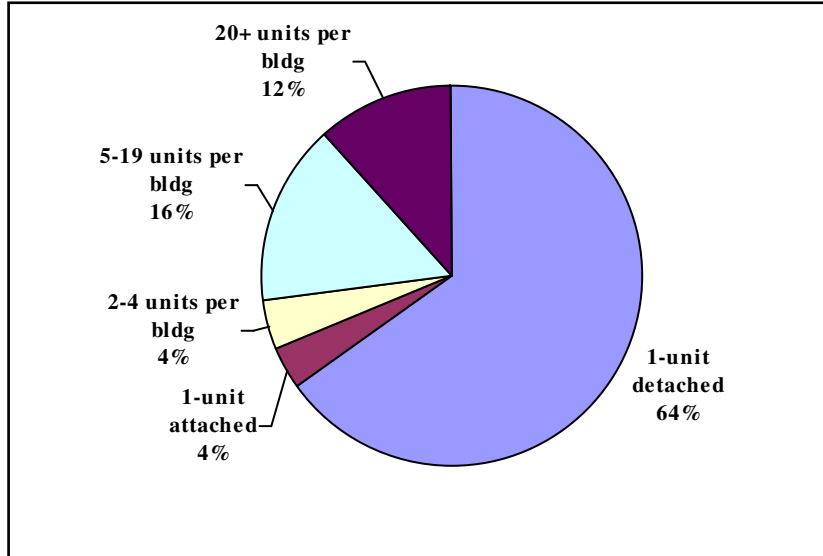


Figure 9 compares the median year in which housing units were built in Brooklyn and in each of the comparison communities. The median year that Brooklyn's housing was built is 1958. This is later than the median year in communities like Maple Heights, Parma Heights, South Euclid and Cuyahoga County in general, but earlier than communities like Brook Park and Seven Hills. The County as a whole compares with a much earlier median year of 1940.

Figure 10: Characteristics of Housing, Brooklyn

Almost two-thirds of Brooklyn's housing units are single-family detached units (See Figure 10). Similar to other communities, single-family detached units are the predominant type of housing in the region. The next highest percentage of housing type in Brooklyn is apartment buildings with 5 to 19 units, followed by larger apartment complexes with 20 or more units per building. Only Parma Heights and Brook Park have a higher percentage of apartment units (5 or more)

than Brooklyn. One-unit attached dwellings (townhouses) and apartment buildings with 2 to 4 units each comprise about 4% of the total housing in Brooklyn.

Table 7 compares the median sale price of single-family homes for Brooklyn and each of the comparison communities. Housing in Brooklyn is one of the most affordable in the County. Over the five year period of 2000 to 2004, Brooklyn's median single-family home sale price increased roughly 11%. In 2004, the median price of a single-family home sold in Brooklyn was \$120,000. Of the comparison communities, Brooklyn had the third lowest median sale price in 2004. In terms of all Cuyahoga County municipalities, Brooklyn has the 10th lowest median sale price in 2004, indicating that much of the City's housing stock is affordable. To some extent, this is due to the average size and type of house in Brooklyn, which is a 50 year old, 1,200 square foot bungalow.

Comparison communities with the highest percent increase in housing sale prices over the past five years include Bedford and Brooklyn Heights. Overall, nearby Brooklyn Heights had the highest percent change in sale price and the highest median sale price of the comparison communities.

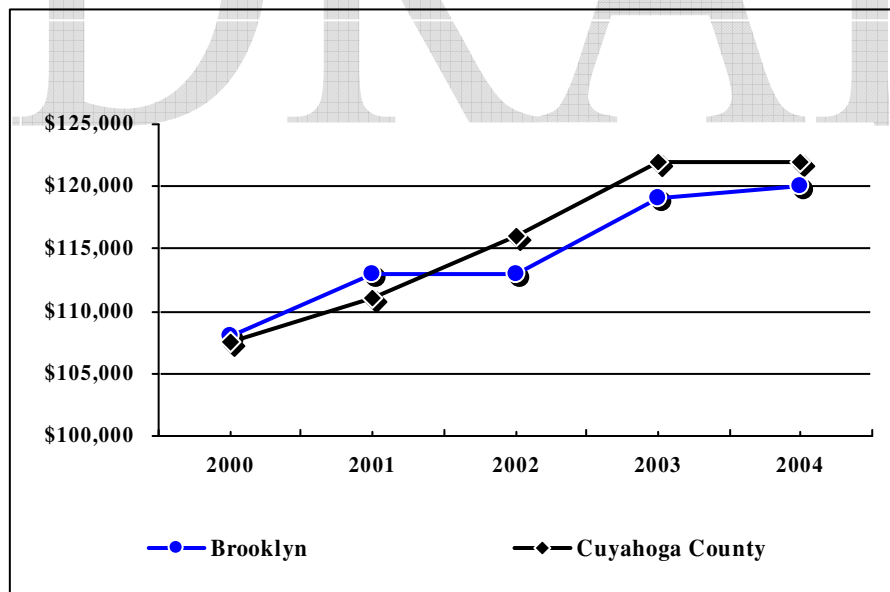
While some suburbs try to quantify communities and rank them in terms of housing, safety, education and services, these studies tend to disfavor older, inner-ring suburbs. For instance, community factors such as availability of affordable housing and a range of housing types should be noted as a positive features. Instead, the characteristics typical of cities like Brooklyn are not taken into consideration.

Table 7: Median Single-Family Home Sale Price, 2000-2004

	2000	2001	2002	2003	2004	% Change 2000-2004*
Brooklyn	\$108,000	\$113,000	\$113,000	\$119,000	\$120,000	11.1%
Bedford	\$88,000	\$95,000	\$102,500	\$107,900	\$109,000	23.9%
Brook Park	\$118,400	\$119,000	\$120,000	\$125,050	\$127,000	7.3%
Brooklyn Heights	\$128,500	\$122,000	\$138,500	\$165,500	\$165,650	28.8%
Fairview Park	\$131,500	\$135,500	\$136,000	\$143,000	\$146,000	14.5%
Maple Heights	\$83,250	\$87,000	\$90,000	\$92,000	\$95,000	14.1%
Parma Heights	\$115,000	\$119,000	\$122,000	\$125,000	\$129,900	13.0%
Seven Hills	\$160,000	\$165,000	\$164,500	\$175,000	\$175,000	9.4%
South Euclid	\$107,000	\$109,900	\$115,000	\$119,000	\$123,000	15.0%
Cuyahoga County	\$107,500	\$111,000	\$116,000	\$122,000	\$122,000	13.5%
Cuyahoga County, excl City of Cleveland	\$125,000	\$129,000	\$134,900	\$140,000	\$141,000	12.8%

* Not adjusted for inflation

Source: Cleveland State University Housing Policy Research Program and NODIS from the Cuyahoga County Auditor's Office Deed Transfer file.

Figure 11: Comparison of Median Single-Family Home Sale Price

As Figure 11 demonstrates, when compared to Cuyahoga County as a whole, Brooklyn's median home sale price rose higher in 2000 and 2001 than the County. In the last three years however, housing sale prices in Brooklyn have been just below the County's median single-family home sale price.

Table 8 shows the number of housing sales from existing single-family homes and new construction. Over the past five years, Brooklyn has experienced a relatively steady number of single-family home sales, a combined total of 702 single-family house sales. In terms of new home construction, 16 houses were sold between 2000 and 2004 in Brooklyn.

Brooklyn had between 127 and 168 single-family housing sale transactions annually between 2000 and 2004. South Euclid experienced the highest activity during the same period and its single-family housing sales averaged 27% between 2000 and 2004, the highest of all the comparison communities. Brooklyn compares with a single-family housing sales average of 12.7% during the same time period, the second lowest recent turn-over rate of all comparison communities. According to the survey results, Brooklyn residents tend to be long time residents of the City, which accounts for the low number of annual home sales.

Table 8: Number of Housing Sales: Existing Single-Family & New Construction

	2000		2001		2002		2003		2004	
	SF	New	SF	New	SF	New	SF	New	SF	New
Brooklyn	128	2	127	-	133	2	146	9	168	3
Bedford	213	8	178	6	213	1	233	10	218	12
Brook Park	233	7	257	2	243	8	226	5	226	26
Brooklyn Heights	15	-	15	-	16	7	18	3	20	-
Fairview Park	320	2	333	1	335	3	310	5	296	3
Maple Heights	526	7	459	11	528	6	527	10	603	12
Parma Heights	276	2	272	3	323	2	310	7	291	12
Seven Hills	148	4	168	6	176	21	172	13	197	19
South Euclid	507	7	530	7	504	4	518	26	597	9
Cuyahoga County	16,772	391	16,805	400	17,755	995	13,215	1,298	19,080	1,072
Cuyahoga County, excl City of Cleveland	12,067	391	12,116	400	12,978	995	17,911	1,298	13,797	1,072

Source: Cleveland State University Housing Policy Research Program and NODIS from the Cuyahoga County Auditor's Office Deed Transfer file.

CONCLUSIONS

Brooklyn is a strong, small-town community that has an interesting demographic profile. While demographic composition certainly changes over time, the City is not immune to factors occurring in nearby communities and the County in general. Such factors include urbanization and urban sprawl, an aging population, maturing housing stock, and changes in the composition of residents. Some key conclusions of this chapter include:

- The residential population in Brooklyn is declining. Smaller family and household size have contributed to population decline, and some residents have all together moved out of the City. While the City's population decline has been modest, the loss translates into fewer users of certain municipal services, but may result in the need for additional municipal services because of potentially abandoned or vacant properties.

- Brooklyn's population is aging. There is a growing population of persons over the age of 55 years old. This age group, while more mobile and independent than ever, has significant needs in terms of programming, housing and financial assistance.
- As the population ages, the need for empty-nester and elder-friendly housing and neighborhoods increases.
- There is a disparity of income as one ages. The median household income for persons over the age of 75 is a fraction of the peak household income of all households. While many Brooklyn seniors are on fixed incomes, they have increased needs.
- Heads of households between 35 and 64 years old have the highest household income. It is necessary to maintain a higher percentage of this age category to help offset the lowered income tax revenues from, yet increased needs of, older residents.
- Educational attainment is generally a predictor of income. Among the 59 Cuyahoga County communities, Brooklyn has one of the lowest percentages of residents with at least a high school degree. Emphasis on completing high school, pursuing a college education, as well as attracting and retaining residents with higher income levels should be promoted.
- Residents are largely employed in manufacturing occupations which in recent years, has experienced declines in total employment. This could have severe consequences on income tax revenue and increase in the need for city services if manufacturing jobs continue to leave the region.
- Brooklyn has experienced an increase in the percentage of rental units. The number of renters has increased in recent decades and continues to grow. Maintaining housing and property values is of concern given the number of renters and absentee landlords.
- Housing values in Brooklyn have not outpaced other communities within Cuyahoga County. While residential market values are largely a measure of housing square footage and lot size, Brooklyn is limited with its stock of 1,200 square foot average house size and 0.12-acre lots. Creative approaches to enhancing housing opportunities in the City can help Brooklyn remain competitive in attracting home buyers.

CHAPTER 1.3

LAND USE PATTERNS, ZONING AND NATURAL FEATURES

Brooklyn is a west side community located approximately six miles southwest of downtown Cleveland. Brooklyn, comprised of 4.25 square miles, is surrounded by Cleveland on its east, north, and west borders, and bounded by the City of Parma to the south. It is primarily a residential suburb, but has a unique mix of other land uses including a number of churches, retail and other commercial uses, industry, utilities, and parks.

The existing land use patterns in Brooklyn have evolved over many years in response to early settlement patterns and environmental challenges, among other influences. Understanding land development patterns and their relationship to established regulations (such as the zoning and subdivision regulations) is critical in determining how to formulate future development and redevelopment policies.

This chapter presents the findings of a detailed land use inventory conducted by the Cuyahoga County Planning Commission during the Fall of 2004. It also provides an overview of forces that have shaped Brooklyn's current development pattern, a summary of the existing zoning regulations, and an overview of natural features and environmental constraints. Combined, these considerations will impact the evolution of future individual land uses and the overall development pattern of the City.

DEVELOPMENT HISTORY

Brooklyn Township was organized in June 1818 as a part of Cleveland's early west side territory. Throughout the 19th and early 20th centuries, the City of Cleveland annexed land from the township while a number of individual communities in the township incorporated. In 1927, with only a small area in the southwest corner of the original Brooklyn Township remaining, residents of the township incorporated as a village. Under the leadership of Mayor John M. Coyne, Brooklyn became a home-rule city with a charter in 1950.

After WWII, a housing boom was underway. Over 840 homes were built in the 1940s compared to only 67 the decade before. Then, between 1950 and 1960 nearly 1,500 more homes were constructed. By this time, the City's street network and neighborhood patterns were well-established with Ridge Road as the primary north-south street and Memphis Avenue and Biddulph Road as major east-west streets; single-family homes, mostly bungalows were built in fairly compact neighborhoods; and industry was located at the outer edges of the City, along Clinton Road and Tiedeman Road, between Big Creek and the rail lines. Small scale retail stores were located along Memphis Avenue and Ridge Road.

In the mid-1950s, during the housing boom, City Hall was constructed in a central location on the south side of Memphis Avenue between Ridge Road and Rodoan Road. With great foresight, the City acquired a sizeable amount of land on which it built City Hall. Over the next 30 years, the City continued to expand upon its civic center site, with the construction of the Brooklyn Recreation Center in 1975 and the Senior/Community Center in 1983 and the establishment of Veterans Memorial Park. Further south of the civic center campus, the Brooklyn City School District erected

its two elementary buildings in the late 40s and early 50s. This comprehensive array of public buildings was supplemented by numerous churches, associated parochial schools and cemeteries.

By the late 1950s, concentrated commercial development was occurring along Brookpark Road at the City's southern boundary, as Parma too was experiencing record housing construction. Biddulph Plaza was constructed at the corner of Biddulph and Ridge Roads to serve the growing population.

While much of the physical development of Brooklyn was shaped by the location of the Big Creek, the construction of two major highways through the City established two very real barriers that separated the center of the City from its northern and southern edges. When Interstate 71 was constructed in 1965, the highway cut through the northern portion of Brooklyn, though Big Creek had already served as a significant buffer between industrial uses to the north and residential uses to the south. A bigger disruption was caused by the construction of Interstate 480 between Biddulph Road and Brookpark Road. This highway project, constructed in 1986 and 1987, severed the Southwood Subdivision, a relatively new subdivision that was platted in 1964 and nearly entirely constructed over the next ten years. It also isolated Brooklyn residents from the Brookpark retail corridor.

EXISTING LAND USE

The combination, concentration, and diversification of land uses in a community contribute to its visual form. In addition, a community is made up of various elements that further define and shape its physical form such as topographic features, streets, edges, nodes, neighborhoods, and landmarks.

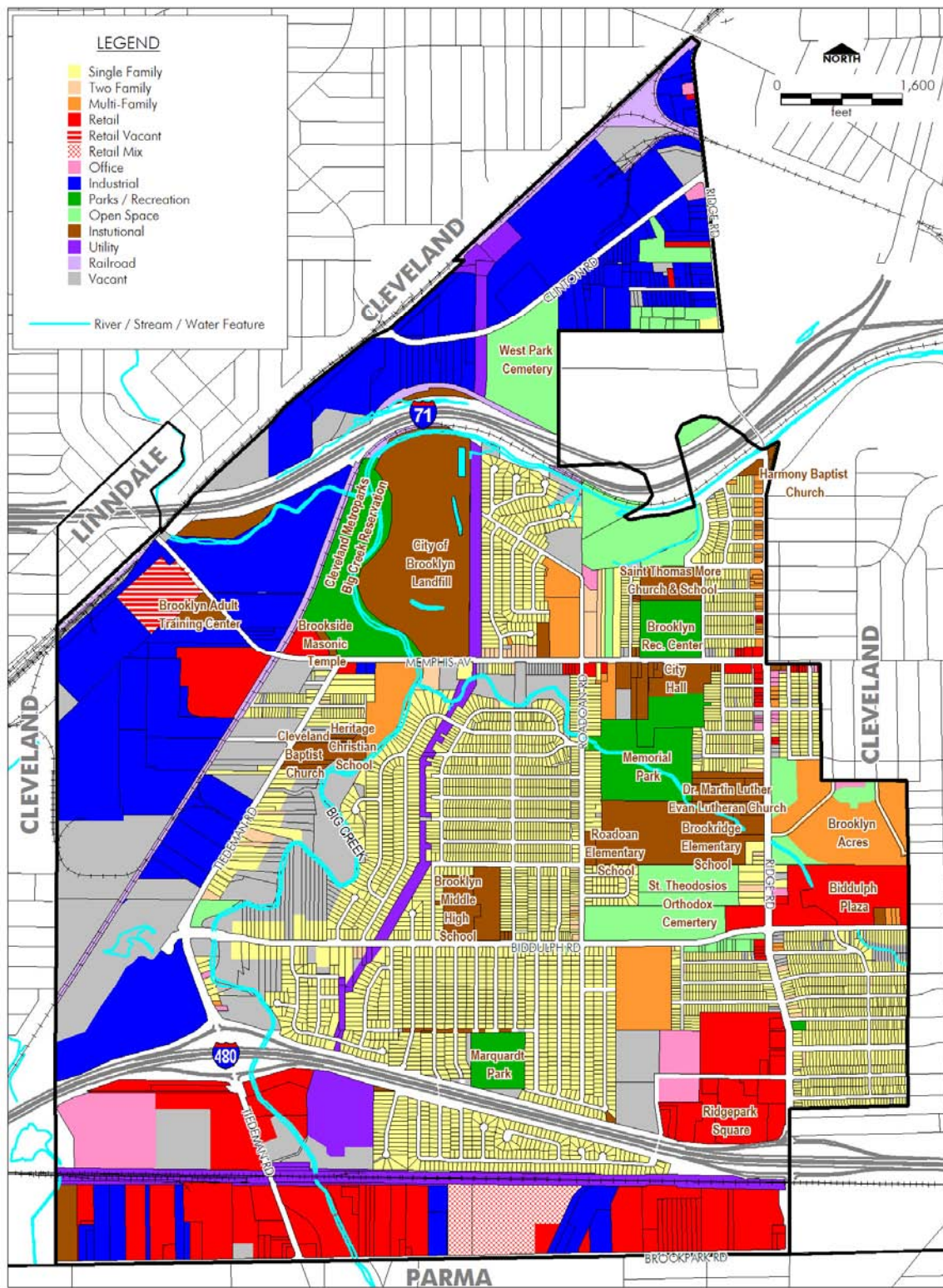
At the present time, approximately 88% of the land in the City is developed. Table 1 indicates that 1/3 of the City (34.4%) is devoted to business (including retail and office) and industrial uses, while residential uses occupy 29% of the City. The Current Land Use Map indicates the concentration of the various land uses, the street network and the location of Big Creek.

Existing land uses were initially determined from the Cuyahoga County Auditor records, and then verified using aerial photographs and comprehensive field investigations.

Table 1: Land Use in Acres, 2004

	Acres		% of Acres	
Developed Land (including open space that is restricted from development)			Total	Developed Land
Residential		675.9	29.0%	
Single-Family	569.6			27.8%
Two-Family	17.8			0.9%
Multi-Family	88.5			4.3%
Business/Industrial		802.3	34.4%	
Retail	277.1			13.5%
Retail Vacant	13.9			0.7%
Retail/Mixed	29.4			1.4%
Office	42.8			2.1%
Industrial	439.1			21.4%
Community Facilities		431.7	18.5%	
Parks and Recreation	92.2			4.5%
Preserved Open Space	129.6			6.3%
Institutional	209.9			10.2%
Infrastructure		138.7	6.0%	
Utility	94.5			4.6%
Railroad	44.2			2.2%
Total Developed Land		2,048.6	87.9%	100%
Underdeveloped/Vacant		282.3	12.1%	
Total		2,330.9	100%	

Figure 1: Current Land Use Map



The Current Land Use Map identifies the locations of the remaining vacant land within Brooklyn. While approximately 12% of the land area is noted as vacant, much of that land has significant constraints to development. A sizeable amount is located in the Big Creek floodplain. Other areas are landlocked and will require additional street access to facilitate development.

Residential

Residential land uses occupy 29% of the land area in the City, primarily single-family homes (84% of the total land area devoted to residential uses). The majority of single-family homes are located in subdivisions with typical lot sizes ranging from 4,000 square feet to under 9,000 square feet and constructed between 1940 and 1970. The short period in which each subdivision was constructed has led to a homogeneous appearance of the homes.

As stated above, the path of Big Creek through parts of Brooklyn has provided an edge to the compact residential areas in the City. On the west side of Big Creek, the relatively small amount of residential development that does exist was constructed over a long period, with one structure dating back to 1875 and others constructed in the late 1970's and early 1980s. The lot sizes in this area are the largest in the City with some lots extending over 1,000 feet to Big Creek. This range in the years the homes were built and the larger variety in lot sizes has created an eclectic residential area.

Approximately 4% of developed land area in the City is occupied by apartment buildings; in contrast, 28% of the total dwelling units in the City are apartment units that are located on this small amount of land. The apartment complexes are located in concentrated areas on the major streets – Memphis, Ridge and Biddulph.

A small percentage (less than 1%) of the developed land area in the City is occupied by two-family houses, mostly along Rodoan and Memphis Streets, with new construction on Westbrook.

Nonresidential

The next largest land use category is industrial, which occupies nearly 21% (439 acres) of the developed land in the City. All of the industrial land is located on the edges of the community, primarily to the north in the Clinton Road/Ridge Road industrial area and to the west along Tiedeman Road and the western end of Memphis Avenue.

Retail and retail/office uses occupy the third largest category with 363 acres. The large majority of retail stores are concentrated in one of three distinct locations: along Brookpark Road, at either the Biddulph Plaza or Ridge Park Square shopping centers. Newer restaurants have opened along Tiedeman, just south of the I-480 ramps.

Together, the nonresidential land uses occupy the largest percentage of land area in the City.

Community Facilities and Infrastructure

Institutional uses including governmental buildings, libraries, churches, and schools comprise over 10% (210 acres) of the developed land in the City. Parks occupy another 92 acres, most notably Veterans Memorial Park, the City's largest community park, and the portion of the Cleveland Metroparks Big Creek Reservation that is located in the City.

There are approximately 130 acres of open space that are noted as unavailable for development. Finally, nearly 140 acres are devoted to either utility or railroad rights-of-way.

OTHER FACTORS INFLUENCING DEVELOPMENT

The major streets within a community generally set the tone for the feel and character of that community. The major streets in Brooklyn – Brookpark, Biddulph, Memphis, Ridge and Tiedeman - were built or expanded to maximize automobile circulation, which then minimizes the importance, or even presence, of the pedestrian.

Edges of a community are linear elements that often prohibit or separate one area from another in either a physical or visual way. Ideally, these edges exist at the perimeter of the City; however, when these edges exist within the community, they act as barriers and divisions between parts of the community. Edges include railroads, interstate highways, power transmission right-of-ways, and natural topographic features, such as the Big Creek. The rail road tracks that form the City's northwestern boundary serve as a major edge separating Brooklyn from Cleveland, while the Big Creek, the CEI easement, I-71, and I-480 all serve as major edges within Brooklyn.

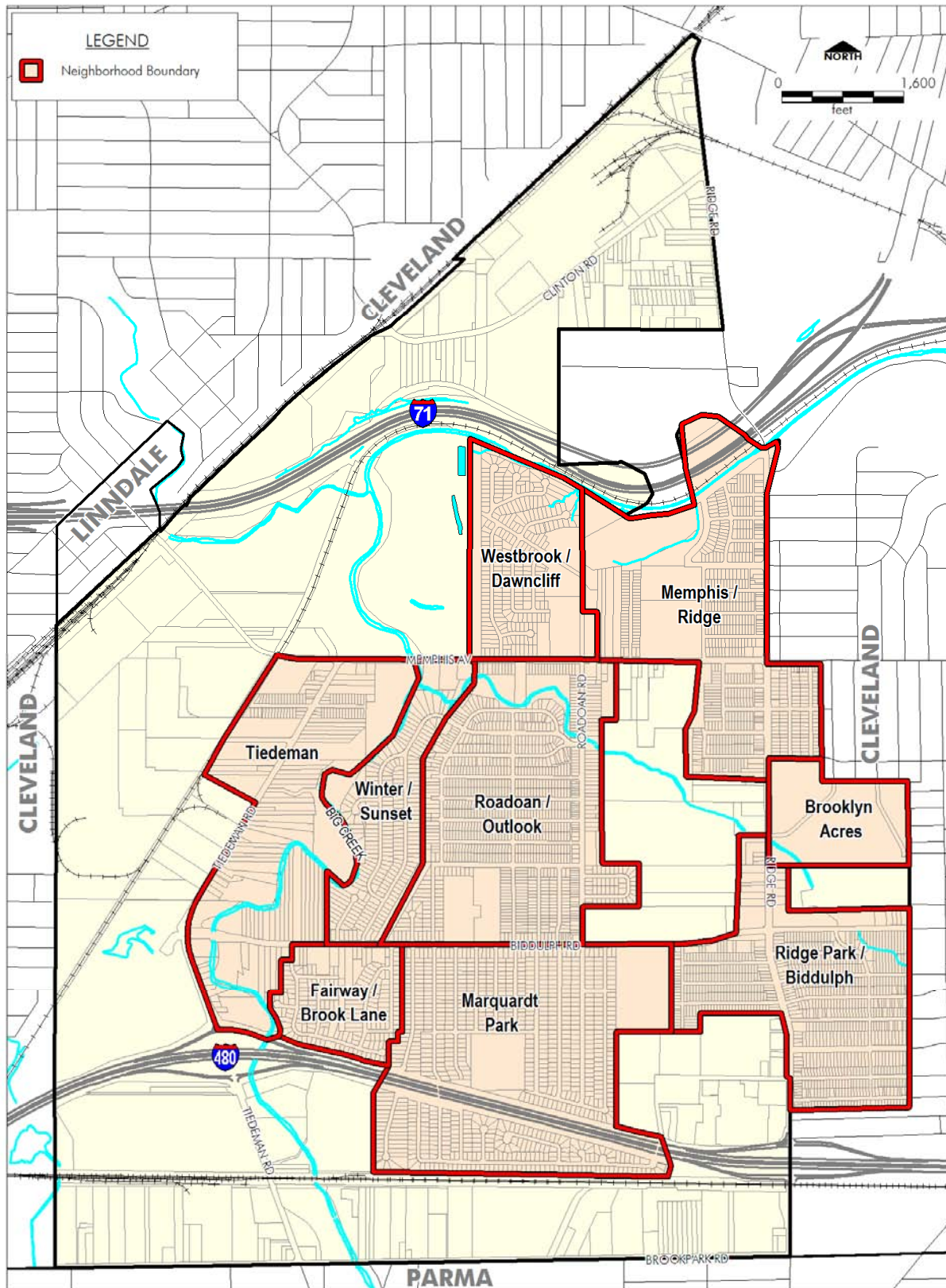
A **node** is an area with a concentration of particular uses or a group of similar uses. Often a node can be referred to as a core. There are three primary nodes within the City, two acting as the commercial/retail centers of the City and the other characterized by governmental/community facilities. These nodes, respectively, are the Ridge Park Square/Biddulph Plaza retail concentration along Ridge Road between Biddulph and the I-480 ramps, the Key Commons/Cascade Crossing on Tiedeman south of the I-480 ramps, and Memphis/Ridge area where City Hall, the Senior/Community Center, Veterans Memorial Park and the City's Recreation Center anchor a concentration of civic uses, churches and small retail stores.

A **neighborhood** is an area, larger than a node that has common identifying characteristics such as lot size, building style, age, types of street layout, or unique natural features. As part of the Community Survey conducted in the Fall of 2004, nine neighborhoods were identified in the City based primarily on the year of construction, the configuration of the streets, and proximity to natural or manmade barriers. Figure 2 indicates the neighborhood boundaries and assigns names to identify the different neighborhoods for the purposes of this Plan.

A **landmark** is an icon in the City to which people refer and relate; a place that is widely used when describing geographic location within a community. For example, a resident may refer to a street off Ridge Road as being located across the street from the Ridge Park Square. Whenever it is widely known to residents where the road or other feature is generally located, and is used as a means of giving directions it becomes a landmark. Examples of other major landmarks include Veterans Memorial Park, Big Creek Reservation, the Big Creek, and City Hall/Senior/Community Center/Veterans Memorial Park area. Additional landmarks could include places of worship, schools, and businesses with visibility to main roads.

Access routes include Interstate I-71 (north-south) and I-480 (east-west). **Shopping locations** include Ridge Park Square and Biddulph Plaza with several strip retail centers in the vicinity.

Figure 2: Brooklyn Neighborhood Delineations used in the Community Survey.



Parmatown Mall, a large shopping complex is located just three miles south at Ridge Road and Ridgewood Drive (in Parma, Ohio).

ZONING IN BROOKLYN

Zoning is the exercise of the City's "police power" to protect the public health, safety and welfare by placing use, bulk, and height controls upon land and buildings. These controls are based upon the need to prevent overcrowding of land, congestion on the streets and sidewalks, undue concentration of population and the mixing of incompatible land uses. Ultimately, zoning is one of the primary controls over the pattern of future development.

Zoning delineates where and how residences, businesses, industry and institutions can be located within a community. These land use regulations are adopted as law in the "Zoning Code". Every zoning code has two essential elements: the zoning code text, which contains written regulations typically prescribing minimum standards of development, and the zoning map, which delineates the boundaries of the various zoning districts so each property owner knows which set of regulations apply to his or her property.

In 1992, the City adopted a comprehensive update of the Brooklyn Zoning Code (Ord. 1991-88. Passed 11-4-92.) The Brooklyn Zoning Code includes eight zoning districts: four residential districts, two business districts and two industrial districts. The existing zoning district boundaries are shown on Figure 3. A summary of each district follows, while a more detailed summary of the permitted uses and development standards for each zoning district is included in Appendix C. A comparison of the number of acres zoned for each district, compared to the actual use of the property is shown on Table 2.

Almost half of the City (46%) is zoned SF-DH, Single-Family Dwelling House District. Of this, 52% is actually used for residential purposes; the remaining area is devoted to institutional uses, parks, open space and land for utilities. This district lists single-family homes as the only type of residential use permitted yet also conditionally permits a range of public uses. The district requires a minimum single-family lot size of 10,000 square feet and a minimum lot width of 75 feet. These standards render a large portion of the existing house lots as nonconforming since many were platted at less than these minimums.

Only a small portion of the City (6 acres, which is 0.26%) is zoned D-H Dwelling House, which permits both single-family and two-family houses. The minimum residential lot size in this district is 6,000 square feet and the minimum lot width is 65 feet for both single-family homes and two family homes. That means that any single-family house in this district that complies with these minimum zoning requirements can be converted to a two-family home or duplex.

Apartment buildings can be constructed in both the A-H, Apartment House District and the MF-PD, Multi-Family Planned Development District. There are roughly the same amounts of land area zoned for both of these districts, 54.5 acres and 57 acres respectively. In addition, the A-H Apartment House District permits single-family homes and two-family homes, and all residential types must be on a minimum lot size of 6,000 square feet dwellings. In contrast, the MF-PD, Multi-Family Planned Development District requires a minimum development site of 5 acres, with a minimum lot width of 100 feet and a maximum density of 8 dwelling units per acre.

Figure 3: Current Zoning Map

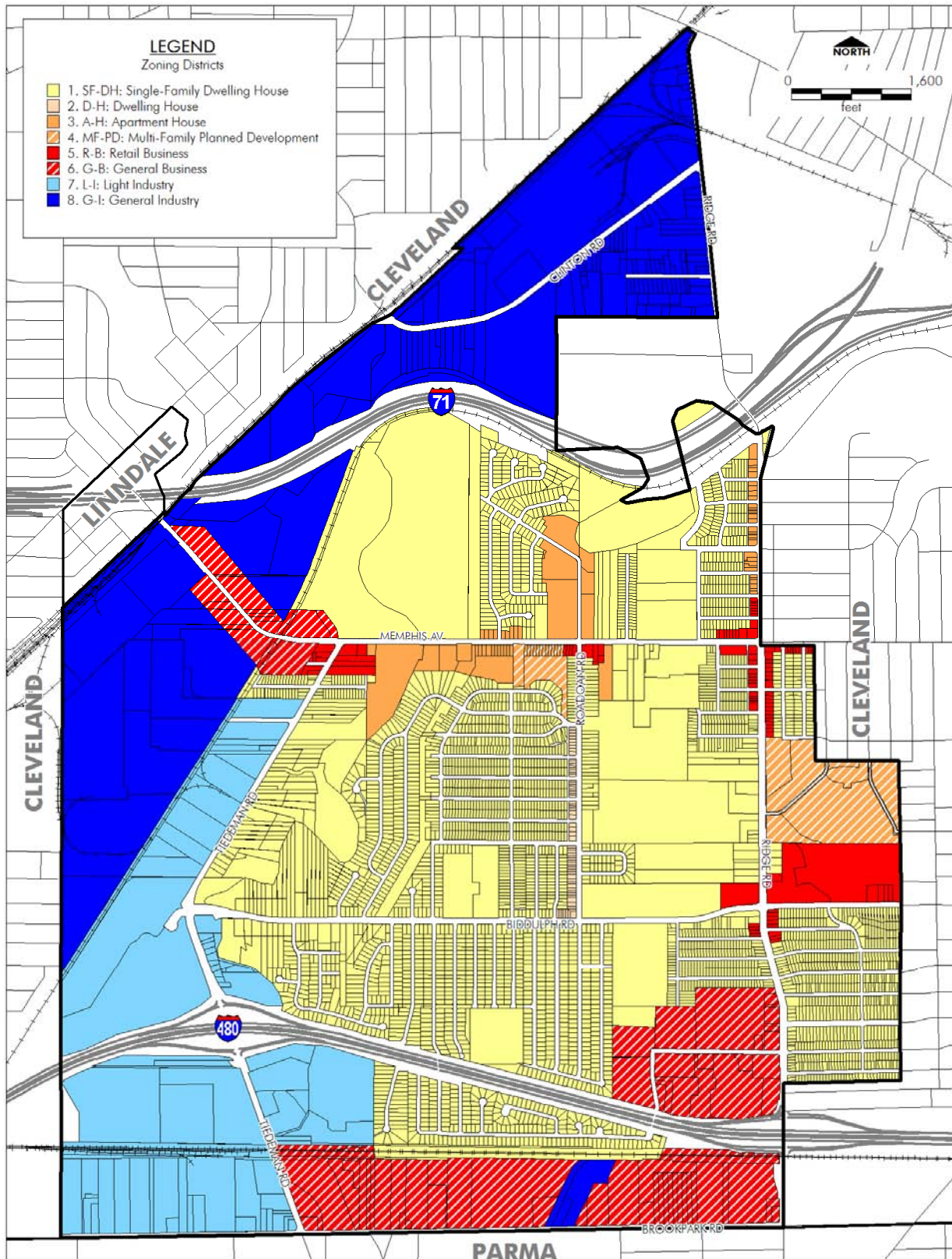


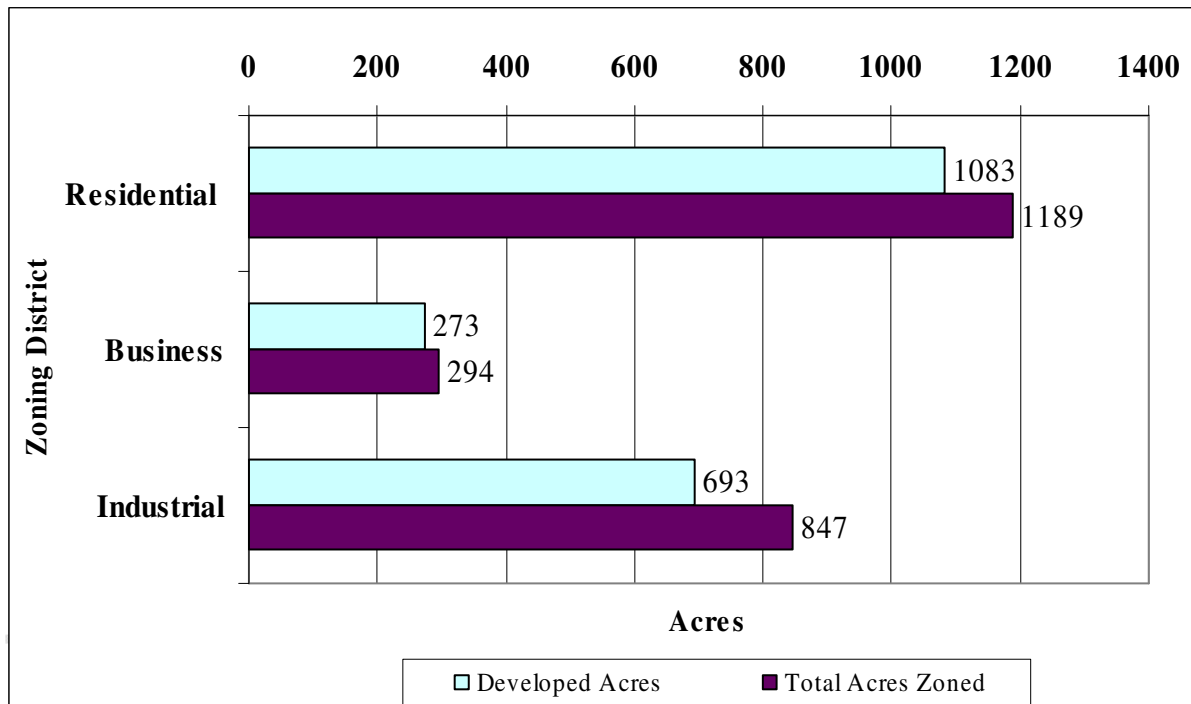
Table 2: Land Area by Zoning District and Land Use , 2004

Land Use	Zoning District (<i>in acres</i>)								Total by Land Use
	SF-DH	D-H	A-H	MF-PD	R-B	G-B	L-I	G-I	
Single-family	553.3	4.9	2.1	N/A	5.1	N/A	3.2	1.0	569.6
Two-family	9.1	1.0	7.5	N/A	0.1	N/A	N/A	N/A	17.8
Multi-family	18.9	0.1	31.3	35.2	2.9	N/A	0.2	N/A	88.5
Retail	0.3	N/A	N/A	0.1	40.0	139.9	79.3	17.5	277.1
Retail vacant	N/A	N/A	N/A	N/A	N/A	N/A	N/A	13.9	13.9
Retail Mixed	N/A	N/A	N/A	N/A	N/A	29.4	N/A	N/A	29.4
Office	0.6	N/A	1.2	0.9	1.6	10.8	26.3	1.5	42.8
Industrial	N/A	N/A	0.4	N/A	0.5	24.3	81.7	332.2	418.5
Parks and Recreation	92.2	N/A	N/A	N/A	N/A	N/A	N/A	N/A	92.2
Open Space	75.0	N/A	N/A	11.6	N/A	N/A	N/A	43.0	129.6
Institutional	188.9	N/A	0.5	N/A	1.2	3.5	6.6	9.1	209.9
Utility	37.7	N/A	1.1	N/A	N/A	11.3	33.0	11.4	94.5
Railroad	9.2	N/A	N/A	N/A	N/A	2.0	6.7	26.3	44.2
Vacant	86.9	N/A	10.3	9.2	3.2	18.5	83.5	70.8	282.3
	zoned residential = 106.4				zoned business = 21.7		zoned industrial = 154.2		
Total by Zoning District	1,072.1	6.0	54.5	57.0	54.6	239.7	320.4	526.7	2,330.9

When reviewing the amount and location of vacant land it is important to consider the current zoning. As noted earlier in this chapter, only 12% (282 acres) of the land area in the City remains vacant, and approximately 106 acres are zoned for residential.

Nearly 300 acres in the City are zoned either R-B, Retail Business District or G-B, General Business District. The two business districts have the same development standards: a minimum lot size of 20,000 square feet, minimum lot width and frontage of 100 feet and maximum lot coverage by the principal building of 25% of the total lot area. The differences between the two districts are the type of uses permitted in each and their application in the City. The R-B Retail

Figure 4: City of Brooklyn Land Area by Zoning District



Business District is more restrictive and is intended to create a concentrated shopping environment that encourages shoppers to visit more than one store on a single trip.

In contrast, the G-B General Business District is intended to accommodate a wide range of commercial activities, along with outdoor storage and display, in a manner that does not disrupt concentrated shopping areas and intrude upon residential areas. Larger scale uses such as hospitals and motels, and drive-through facilities are permitted by right in the G-B District, but are only conditionally permitted in the R-B District.

Of the three categories of zoning, the business district zoning is applied to the smallest area of the City, and has the fewest number of acres (21.7) that remain vacant, see Figure 4.

Industrially-zoned land comprises 847 acres in the City, of which 693 acres are developed. The two industrial districts include L-I, Limited Industrial District, and G-I, General Industrial District. In the L-I District, all principal uses must be conducted entirely within the building while the G-I District permits a wide range of industrial uses, including uses that rely heavily on truck traffic and outdoor storage.

As with the business districts, the industrial districts differ only in the use regulations: the development standards are the same for both, with a minimum lot size requirement of 1 acre, minimum lot width and frontage requirement of 125 feet and maximum lot coverage by the principal building of 25% of the total lot area. There are approximately 154 acres of vacant industrially-zoned land, mostly located along Tiedeman Road.

NATURAL FEATURES

A discussion of selected environmental characteristics or “constraints” to development/redevelopment identified in Brooklyn follows. While City-wide patterns are discussed here in general terms, *Part 2: Focus Areas* offers detailed discussions of such challenges to developers that exist for particular properties.

Brooklyn’s proximity to Lake Erie provides access to unique natural features of the region. Within its borders, Brooklyn has a distinctive mix of natural features and amenities that help make the City a special place to visit, work, and live. Topography changes, the Big Creek water body and venues such as Big Creek Reservation of the Cleveland Metroparks all contribute to a varied and interesting landscape. These natural features not only affect the quality of life of residents, but can affect development decisions on and around these natural areas.

NOTE: For those properties demonstrating the presence of potentially limiting physical constraints, there is no substitute for on-site investigations before development in order to accurately determine the presence, extent and severity of the limitations discussed here and the costs associated with overcoming them if development is pursued. Further investigations are particularly important when considering the potential for nature’s and man’s actions to alter conditions with the passage of time.

Big Creek and Its Tributaries

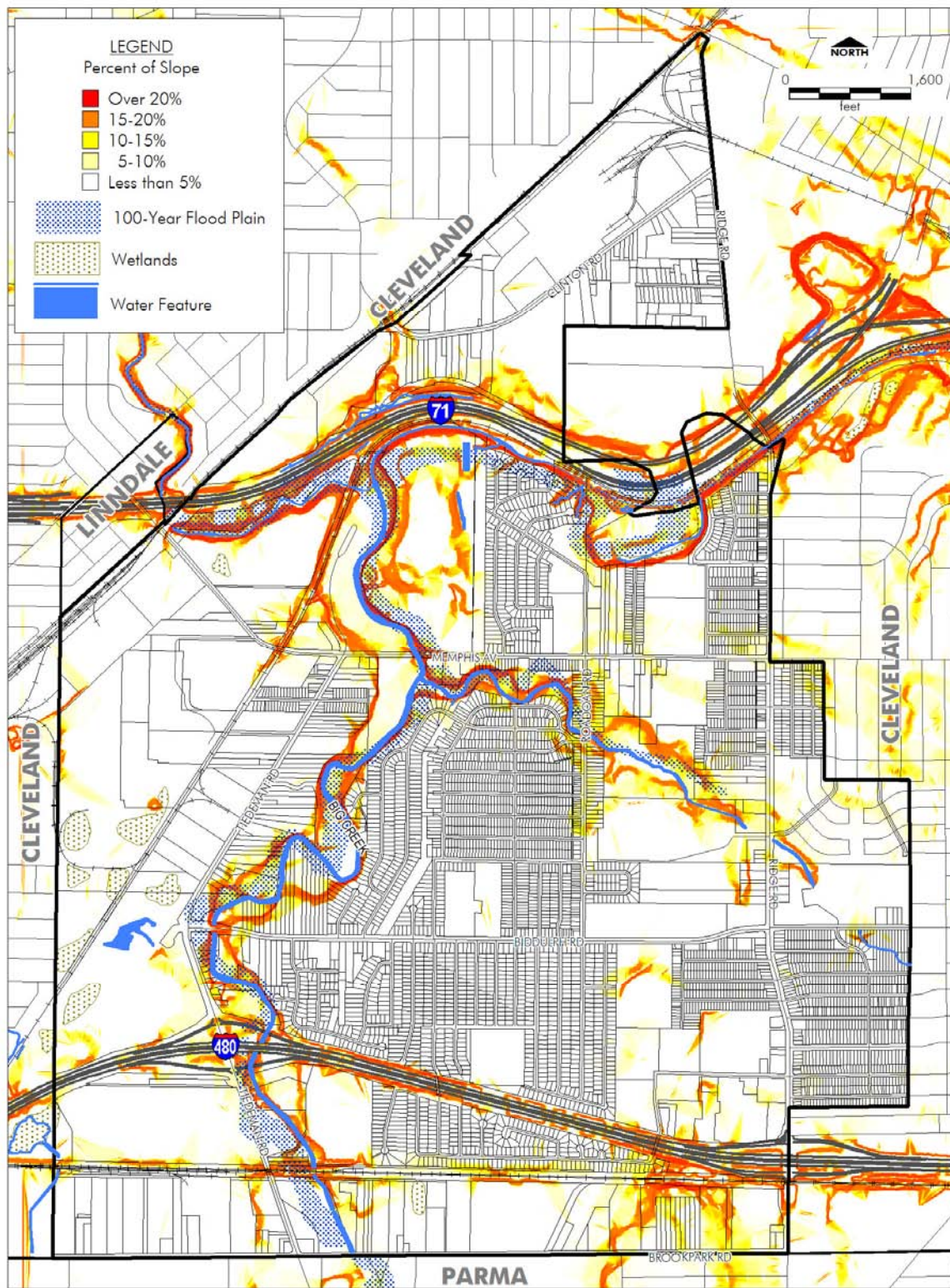
The Big Creek is a tributary of the Cuyahoga River. The City of Brooklyn lies within the Big Creek watershed, which drains surface water from the City eastward to the Cuyahoga River and which encompasses approximately 40 square miles. The watershed includes southwest Cleveland, Brooklyn and portions of Brooklyn Heights, Linndale, Parma, Parma Heights, Brook Park and North Royalton.

Waterways, such as the Big Creek and its tributaries play important roles by creating positive visual images, providing surface drainage efficiencies, supporting leisure and recreational activities, and maintaining sensitive natural habitats for plant and animal life. Disruption of drainage patterns can result in erosion, siltation, and damage to buildings and grounds, whereas land mismanagement and human carelessness can pollute or destroy our complex, interconnected surface and ground water systems.

The natural characteristics of Big Creek and its tributaries include the adjoining floodplain and the steep slopes lining the river valley. Figure 5 highlights these features and indicates their overall impact on the City and the remaining vacant land.

In recent months, a group of interested residents have organized a non-profit entity titled “Friends of Big Creek”. The mission of the organization is to improve conditions of the waterway, improve accessibility to this natural feature, increase public awareness of the nature and condition of the watershed, and harness the economic potential of Creek. The organization includes residents of Cleveland (Old Brooklyn neighborhood) and of Brooklyn. During the Summer of 2005, the group organized walks along the Big Creek to familiarize/remind residents of the current characteristics and future potential of the Creek. See Appendix D for more details about the “Friends of Big Creek” group.

Figure 5: Water Features and Slope, Brooklyn



Steep Slopes

Steep slopes present special challenges for land developers. Slopes in excess of 20% (drop of 20 feet in 100 feet of horizontal surface) are generally prohibitive for new building construction without added investments in site design and building construction. Slopes from 15% to 20% are considered marginal depending on the type of new development. Most properties in the City are flat with slopes less than 5%.

Terrain with slopes in excess of 15% is found primarily within the Big Creek valley and its tributaries. Most of these areas are located in the back yards of the larger residential lots along Tiedeman Road, or on residentially-zoned properties which are currently vacant. A portion of the land impacted by steep slopes is either owned by the City (north of Thomas More Church) or by the Cleveland Metroparks.

Floodplains

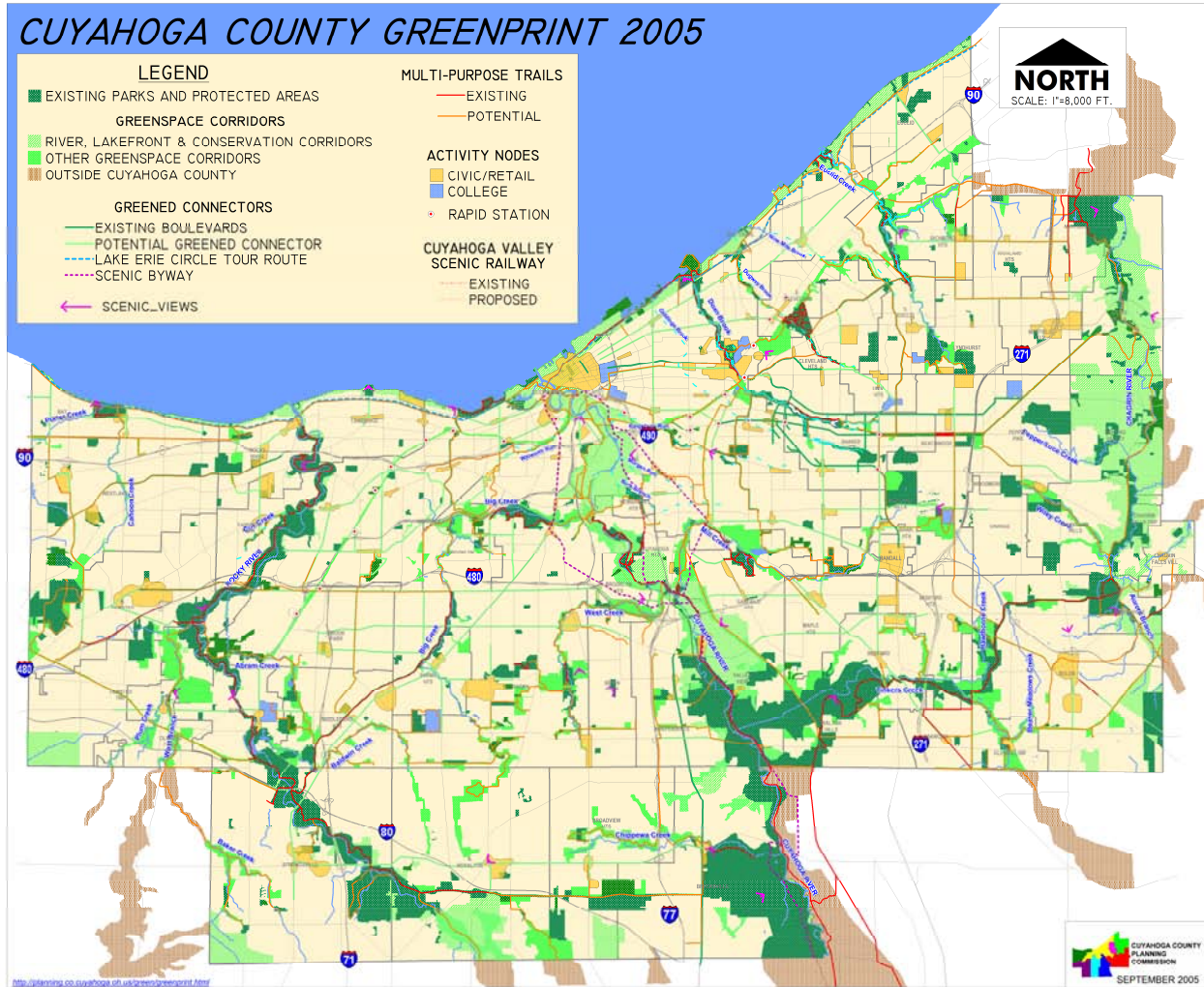
Floodplains (flat, low-lying areas along rivers and other drainage courses where rainwater accumulates) are integral elements of the stormwater management system because they hold water that may otherwise flood nearby developed areas during storm events. Altering the configuration of a floodplain, even to a seemingly insignificant degree, can drastically impact stormwater flow and prompt new flooding damage up- or down-stream. Compounding the frequency and magnitude of flooding is the increased runoff prompted by the development of additional hard surfaces (e.g., roads, parking lots and building roofs) which slow or prohibit the infiltration of rainwater. The Big Creek has a large flat area prone to flooding in the southern portion of the City near Biddulph Road.

Pockets of wetlands are located in the western portion of the City, with a large concentration of them at the City's western terminus of Biddulph Road on and north of the Plain Dealer's property.

Cuyahoga County Greenspace Plan and Greenprint

The Cuyahoga County Planning Commission, assisted by the Greenspace Working Group, has been developing a plan aimed at preserving the county's greenspace as well as enhancing and increasing what exists. The intent of the Greenspace Plan is to promote a broad, comprehensive vision for greenspace protection and restoration within the County. The Plan is also intended to promote complementary development and establish a common agenda and direction for the varied efforts of the many necessary participants. See Figure 6 for the Countywide Greenprint Map, which documents the open space resources throughout Cuyahoga County.

Basic elements of the plan include the creation of a system of natural corridors, a countywide trail system, the preservation of scenic views, and the protection and restoration of critical natural areas. The Greenprint Trail Map indicates opportunities for open space protection and trail connections based on natural features and is intended to be used as a framework for more detailed planning. The potential trail locations in and near Brooklyn are shown on Figure 7.

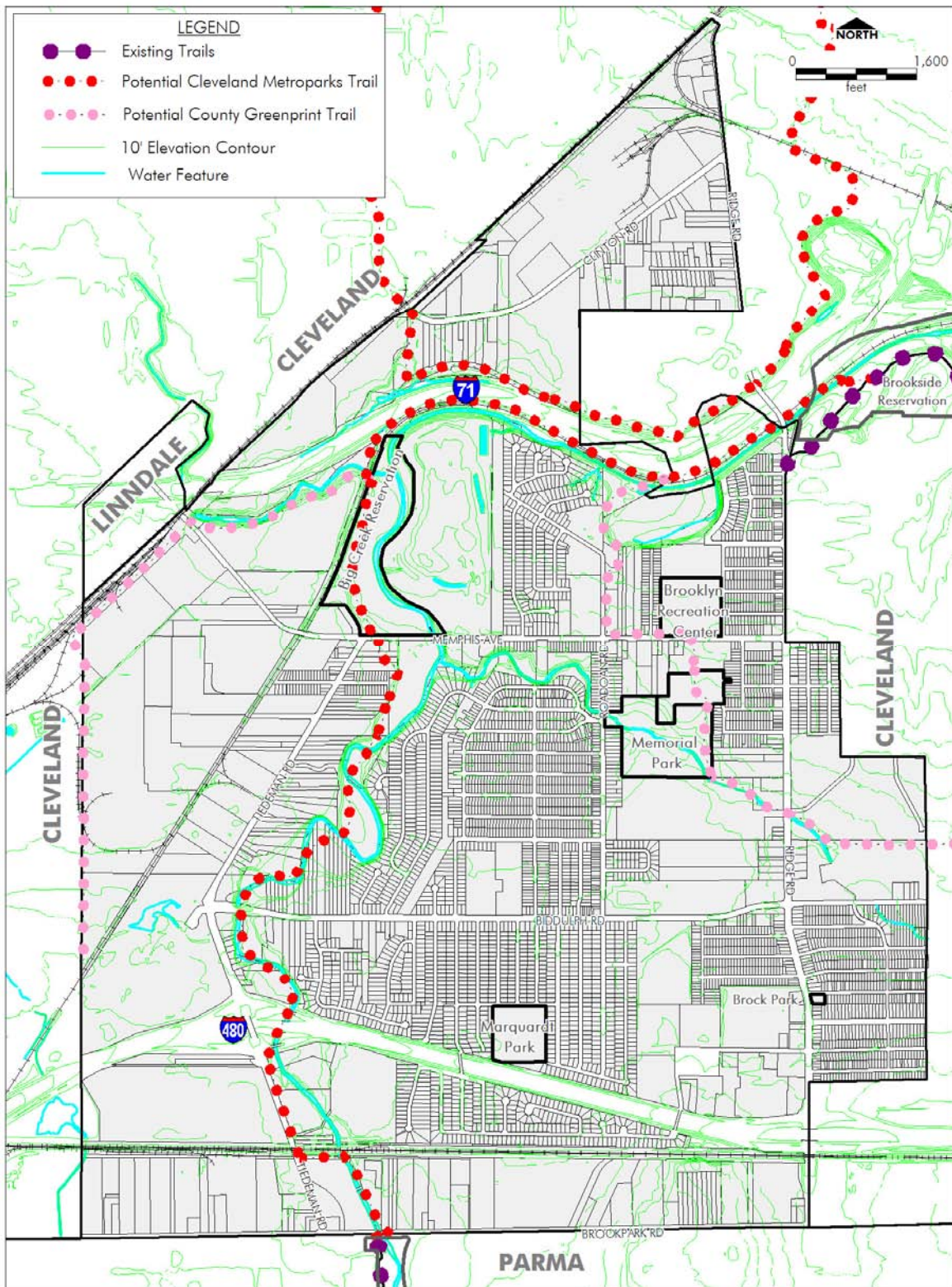
Figure 6: Greenprint Map County-wide

Cleveland Metroparks

Brooklyn residents are fortunate to be in proximity to two of the Cleveland Metroparks Reservations: Brookside Reservation in Cleveland (east of the City, just south of I-71) and Big Creek Reservation, a portion of which is in Brooklyn, and with the Big Creek Parkway and remainder of the Reservation located immediately south of the City east of Tiedeman Road.

One of the goals of the Cleveland Metroparks is to enlarge its Emerald Necklace. The Metroparks recognizes that opportunities exist for strengthening the linkage between its park reservations and facilities. The City of Brooklyn has the potential to link up its Memphis Road Picnic Area with the Fern Hill Picnic Area site as part of the Big Creek Reservation and with Brookside Reservation. As part of its long-term planning, the Metroparks has identified potential sites for linkages. These are indicated on Figure 7.

Figure 7: Existing and Planned Pedestrian and Bike Trails, Brooklyn



Environmental Hazards

Environmental hazards prompted by man's past or current practices on some properties can interfere with the development and redevelopment of land because of costs associated with hazard clean-up, removal or management. Such hazards, discussed below, have the potential to pollute surface and ground water or soil. They may also pose life-threatening dangers to nearby residents, workplace employees, and the safety forces who must respond to incidents. There are also potential current and future costs to owners of such properties due to associated legal liabilities.

It is not unusual for a community to have commercial and industrial properties characterized by operations that were or are potentially hazardous. Such properties can be a source of future concern if the operation is abandoned, old waste burials are present, old spills or leaks are present, new leaks or spills occur and are not properly managed, or materials are not properly managed in the course of conducting manufacturing or other activities. These properties possess documented site features that have the capacity to present current or future potential hurdles to development/redevelopment.

Storage tanks (many underground with some documented as leaking) and facilities that manufacture, treat, store, release into the environment, or dispose of hazardous materials and wastes are scattered throughout Brooklyn. The majority of the roughly three dozen sites demonstrating these hazards are found in clusters within the along Brookpark Road, Clinton Road and Memphis Road. The largest concentration of potential hazards is situated on properties along Brookpark Road. Mapped and classified locations identified by state and federal regulators and other sources can be viewed by going to the "Brownfields GIS" maps and related information presented on the Cuyahoga County Planning Commission's website (<http://planning.co.cuyahoga.oh.us/>).

CONCLUSIONS

- There is very little vacant land remaining in the City, and a sizeable portion of that which does remain is impacted by environmental constraints.
- Brooklyn was developed with a well-balanced array of land uses relatively well laid out, with industrial uses buffered from residential areas, shopping areas located along major corridors and institutional uses generally centralized in the community.
- Residential land uses comprise about one-third of all land uses in terms of acres, the majority of which is single-family housing.
- Parks, recreation and institutional uses are well accounted for in the City and should be maintained. The City's concentration of civic uses on Memphis is a great example of planning foresight.
- Natural features and environmental considers such as steep slopes and floodplains should be accommodated for, be recognized, and protected.
- There has been considerable discussion about the preservation of open space and trail connections at the county level as a way of enhancing the quality of life for residents.

CHAPTER 1.4

MARKET ANALYSIS

A strong commercial and industrial base is important to the long-term health of a community. Commercial establishments not only provide goods and services which meet the daily needs of residents, but also provide jobs and tax revenue for a community. Business growth should also meet the future needs of residents and the City. Business growth must be carefully balanced to ensure that quality local businesses have an opportunity to thrive alongside larger, national chains. Brooklyn is a place where the local businesses and companies contribute to the uniqueness of the City.

A sufficient range of convenient and competitive shopping opportunities is, historically, one of the strengths of urban neighborhoods. National retail stores such as Wal-Mart, Best Buy, and Lowe's commingle with small, locally-owned restaurants, clothing and resale stores, and convenience services.

This chapter covers a broad range of issues related to the City's economic capacity. A detailed inventory of all commercial (retail and office) and industrial establishments was conducted in November, 2004 and updated in August, 2005 to gain an understanding of the kinds of businesses operating within Brooklyn's borders. Because businesses constantly change, it is difficult to continuously update the listing. The inventory therefore provides a "snapshot" of the business establishments located in the City at a specific point in time. This inventory is contained in its entirety in Appendix E.

The findings from the Community Survey that dealt with the shopping experiences of local residents and the Brooklyn Chamber of Commerce's Business Retention and Expansion report were also considered. These components shed some light on the City's potential for attracting future additional retail, office and industrial development and opportunities for enhancing existing businesses.

RETAIL & OFFICE INVENTORY

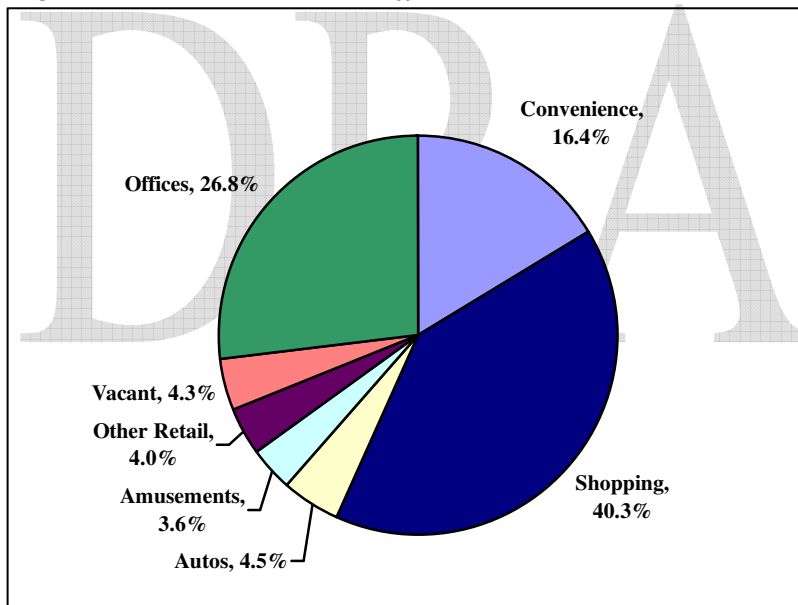
A comprehensive inventory of commercial (retail and office) floor space within Brooklyn was undertaken in the Fall of 2004 and updated in August, 2005 to reflect changes since the original inventory was compiled. A number of sources were used to compile the detailed inventory including Cuyahoga County Auditors records, Harris Industrial Survey, the Northeast Ohio Regional Retail Analysis, and Power Finder USA – a national phonebook listing. The City of Brooklyn Building Department and major shopping center leasing companies also provided tenant square footage. Field investigations allowed for identification of recent new construction, tenant changes, and floor area measurements, where needed.

Commercial businesses were classified according to one of seven categories ranging from Convenience Goods and Services to Office space. In total, the commercial sector occupies more than 3 million square feet and approximately 174 retail and office establishments operate in the City. The findings of Brooklyn's detailed commercial inventory are presented in Figure 1 and Table 1.

The **Shopping Goods and Services** category accounts for the largest percentage of commercial floor space. Comprised of 524,010 square feet (40.3%), this category includes general merchandise stores such as Wal-Mart, Sam's Club, Home Depot, and Lowe's, as well as thrift stores and resale shops. Approximately 29 shopping goods and service business establishments are located in the City. While many of these shopping goods and services businesses are found throughout the community, many of the larger, national retail chains are concentrated on Brookpark Road and within the Ridge Park Square Shopping Center.

Offices make up approximately 27% of the inventory, the next largest percentage of floor space in Brooklyn. Regional and national offices such as Key Bank's Operations Center, Progressive Insurance, and Ohio Savings Bank Operations Center are some of the larger exclusively-office buildings within the City. Brooklyn's percentage of office space, almost one-quarter of all its commercial square footage, is significant especially compared to other communities nearby – the City of Parma has 12.7% of its overall commercial floor area in local and regional offices. This category does not include American Greetings. While offices are a component of the American Greetings plant, its predominant land use is printing and manufacturing of greeting codes. Therefore, based on its standard industrial code, it was included in the industrial inventory.

Figure 1: Commercial (Retail & Office) Floor Area, 2005



The third largest category of commercial businesses is **Convenience Goods and Services**. This category accounts for 16.4% of the overall commercial inventory and is comprised of 82 firms, the largest number of different business establishments. This category includes a variety of convenience businesses such as gift shops, delicatessens, dry cleaners, beauty salons, and drug stores. The largest of these businesses includes the many supermarkets and restaurants located in Brooklyn. Cascade

Crossings is one of the newer and larger concentrations of food service businesses, which caters to the employees of nearby offices and industries as well as to residents and families.

Automobile Sales, Parts and Services comprise the next largest commercial category. New and used automobile sales comprise the highest square footage in this category, almost 70% of the category's combined 144,983 square feet. Approximately 14 different firms, made up of gas stations, auto repair shops, auto parts sales, and new and used cars, account for the fourth largest commercial category

Other Retail and **Commercial Amusements** comprise 4.0% and 3.6% respectively of the commercial inventory. Hotels, business services such as photocopying and tax services, and training schools are categorized as Other Retail and cover a total of about 127,270 square feet in

Brooklyn. Commercial Amusements include movie theaters, social halls, and outdoor amusements such as Memphis Kiddie Park and the Memphis Drive-In Theater. Approximately 114,280 square feet of commercial amusements are located within Brooklyn.

Table 1: Commercial (Retail & Office) Floor Space, Updated August, 2005

Code	Type of Establishment	Floor Area (S.F.)	% of Total	# of Firms
A	CONVENIENCE GOODS AND SERVICES			
A1	Supermarkets	187,565		
A2	Other Food	14,755		
A3	Food Service	230,755		
A4	Drugs	0		
A5	Other Convenience Goods	42,830		
A6	Convenience Services	48,105		
	Subtotal for A	524,010	16.4%	82
B	SHOPPING GOODS AND SERVICES			
B1	Department Stores,	0		
B2	Other General Merchandise	959,950		
B3	Clothing and Shoes	57,020		
B4	Other Shopping Goods	141,147		
B5	Furniture/Home Furnishings	128,005		
	Subtotal for B	1,286,122	40.3%	29
C	AUTOMOBILE SALES, PARTS AND SERVICE			
C1/C2	New /Used Auto Sales	100,385		
C3	Auto Parts Sales	14,850		
C4	Auto Repair	22,863		
C5	Gas Stations	6,670		
C6	Transportation Service	295		
	Subtotal for C	144,983	4.5%	14
D	COMMERCIAL AMUSEMENTS			
D1	Enclosed Amusements	32,500		
D2	Banquet/Social Halls	71,600		
D3	Outdoor Amusements	10,180		
	Subtotal for D	114,280	3.6%	5
E	OTHER RETAIL			
E1	Hotels	97,160		
E2	Funeral Homes	0		
E3	Animal Hospitals	0		
E4	Training Schools	21,100		
E5	Business Services	9,010		
	Subtotal for E	127,270	4.0%	9
F	VACANT			
F1	Existing Vacant	137,205		
	Subtotal for F	137,205	4.3%	-
G	OFFICE SPACE*			
G1	Local Offices/Banks/ Medical Offices	171,055		
G2	Regional and National Offices	684,500		
	Subtotal for G	855,555	26.8%	34
	TOTAL	3,189,425	100%	174

*This inventory does not include American Greetings; AG is listed in the industrial inventory.

Brooklyn's commercial *vacancy* rate is relatively favorable at 4.3%. Compared to other communities with retail establishments, Brooklyn's vacancy rate is low: Parma has a 7.4% vacancy rate, while Warrensville Heights and Parma Heights have double digit rates of 12.7% and 18.9%, respectively.

RETAIL OPPORTUNITIES AND RECENT DEVELOPMENT

Table 1 also highlights those business types that are currently underrepresented in Brooklyn. As of August 2005, businesses such as drug stores, department stores, funeral homes, and animal hospitals were not located in the City. While it is not imperative to have each business type represented in the community, it highlights where there are business opportunities. Brooklyn residents are currently traveling outside the City's borders in order to meet these commercial goods and service needs. Nearby communities provide a number of these needs: a funeral home and animal hospital are located in nearby Cleveland, and Brooklyn residents can get their prescriptions filled at certain grocery stores or travel to free-standing drug stores in neighboring communities.

Some additional opportunities exist in the commercial sector. Child care services were underrepresented in the inventory and cited in the community survey as a needed and desirable use. As more women are projected to enter the work force, demand for child care is expected to grow. As our population ages, and experiences longer life spans, there is projected to be an increased demand for healthcare and social assistance. Community care facilities, rehabilitation services, and ambulatory health care services are projected by the Bureau of Labor Statistics to be fast growing industries through 2012.

Within the last three years, several food-oriented businesses and restaurants have opened at Key Commons which complement the newer restaurants and hotels at Cascade Crossing across the street and next to I-480. Several additional businesses have been proposed at Key Commons and are expected to be developed on a portion of Key Bank's office campus and 20 acres of vacant land.

Other new commercial development in Brooklyn includes Circuit City which is one of the newest developments at the Ridge Park Square Shopping Center. Circuit City opened in the Fall, 2004 and added 34,100 square feet of retail space to the market. Office flex-space located off Northcliffe Avenue was constructed beginning in 2002 through 2004. Several new restaurants have also been constructed in recent years including IHOP and Golden Corral in 2004.

RETAIL TRENDS

The growth of retail has been significant in Brooklyn and nationwide over the past three decades. According to a 1970 study done by the Regional Planning Commission (prior to becoming the Cuyahoga County Planning Commission), Brooklyn has experienced an increase in all commercial retail sectors (See Table 2). Overall, square footage increased more than 701%, up from 398,000 square feet to more than 3 million square feet in 2005. Office square footage increased the most over the past 35 years, and commercial amusements had the second highest percentage increase. The addition of numerous office buildings, two hotels and two party centers have contributed to the greatest increase in commercial floor area in Brooklyn since 1970.

Table 2: Comparison of Commercial Floor Area, 1970 and 2005

Commercial Type	1970 Square footage	2005 Square Footage	% Change 1970-2005
Convenience Goods & Services	122,000	524,010	329.5%
Shopping Goods & Services	175,000	1,286,122	635.9%
Automobiles	25,000	144,983	479.9%
Amusements	10,000	114,280	1,042.8%
Other Services	13,000	127,270	879.0%
Vacant Retail	2,000	137,205	6760.3%
Offices	51,000	855,555	1,577.6%
TOTAL	398,000	3,189,425	701.36%

While the quantity of commercial space has increased over recent decades, the character and quality have also changed. Many of the older retail corridors have buildings that were designed to accommodate small, local establishments. Buildings were situated close to the street, parking was typically located to the rear if at all, and overall tenant space was small. Today, retail businesses cater to the automobile and are much larger in size. The proliferation of “big box” stores tends to create large stores located further from the street with large expansive parking lots separating building entrances from sidewalks along the street. Whereas the older storefronts were more articulated and provided uniqueness and character to retail districts, these larger stores are occupied by national chains that are required to maintain the corporations’ national identities and therefore lack any sense of place. In addition, internet shopping has become more popular and is expected to increasingly compete for consumer expenditures from more traditional “bricks & mortar” establishments.

Newer retailers tend to require larger stores on sizeable tracts of land for both store structures and parking. This tends to make the older storefronts less marketable, resulting in lower rents, marginal uses and increased vacancies. However, many factors and retail trends will continue to affect the competitiveness of Brooklyn’s commercial businesses.

INDUSTRIAL INVENTORY

Brooklyn has a relatively strong industrial and manufacturing base, with over 4.3 million square feet of floor space. Approximately 96 different industrial businesses were operating in Brooklyn as of August, 2005. While there has been globalization and outsourcing of many businesses nationwide, Brooklyn’s manufacturing base remains an important component of the regional economy.

There are six major categories within the industrial inventory, including industrial vacancies. Businesses were classified according to a five-digit North American Industry Classification System (NAICS) Code which was developed jointly by the U.S., Canada, and Mexico to provide new comparability in statistics about business activity across North America.

Figure 2: Industrial Inventory

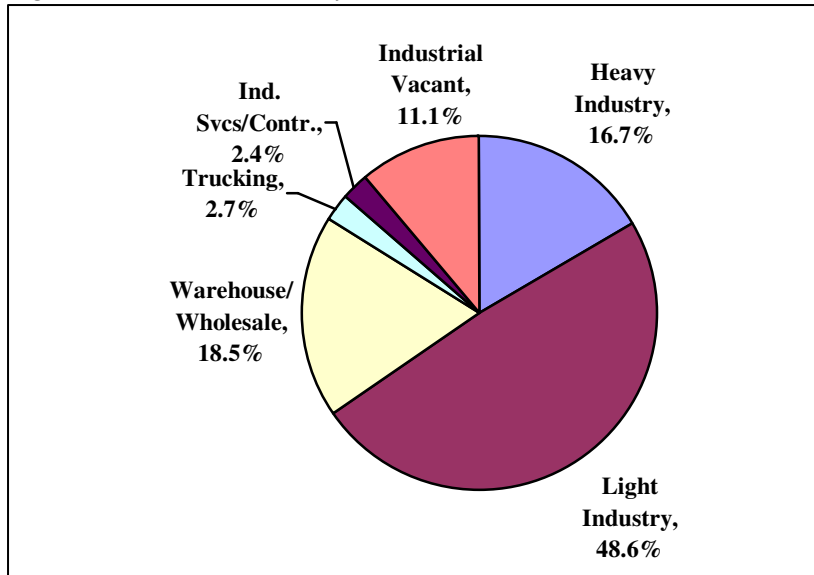


Figure 2 highlights the findings of Brooklyn's industrial inventory. The category that occupies the largest square footage is the **Light Industry** category with more than 2.95 million square feet, accounting for 48.6%, almost one-half of Brooklyn's industrial businesses. There are approximately 22 different firms in this category including The Plain Dealer, Mail-Well Envelope, American Greetings, and Eaton Corporation.

Warehouse/Distribution/Wholesale businesses account for the second largest percentage of Brooklyn's industrial inventory. This category comprises about 18.6% of the total industrial floor area and includes businesses such as Knall Beverage and Hugo Boss. In total, 20 businesses operate as warehouse/distribution/wholesale establishments.

Heavy Industry comprises almost 16.7% of the total industrial floor area. Approximately 23 firms are considered heavy industry and include businesses such as sheet metal manufacturers, industrial coatings, and lubricant manufacturers.

The number of **trucking** businesses in Brooklyn is significant and this group of uses was broken out into a separate industrial category. Trucking companies occupy close to 167,000 square feet, approximately 2.7% of the total industrial inventory. Businesses like USF Holland, Bridge Terminal Transport, Ryder Truck Rental, and A & H Trucking are located in Brooklyn, many of which are concentrated at the City's western edge on Memphis Avenue. These uses tend to have a smaller percentage of the lot occupied by buildings, while a larger portion of the site is paved and used for truck parking/storage.

Industrial Services/Contractors account for roughly 2.4% of the total industrial inventory. Moving companies, waterproofing and concrete companies, and electrical contractors are included in this industrial category, and are represented by 19 different businesses.

Industrial Vacancies account for 11.1% of the total industrial inventory. Brooklyn has approximately 673,410 square feet of available industrial floor area with 272,000 square feet at one location. Several of the City's industrial vacancies are located on Clinton Avenue, the City's older industrial corridor.

Table 3: Industrial Floor Space and Firms, Updated August, 2005

Category	Type Code	Classification	Floor Area (S.F.)	% of Total	# of Firms
(I) Industrial	I1	Heavy Industry	1,017,200	16.7%	23
	I2	Light Industry	2,951,627	48.6%	22
	I3	Warehouse/Distribution/Wholesale	1,125,258	18.5%	20
	I4	Trucking	166,820	2.7%	12
	I5	Industrial Services/Contractors	144,450	2.4%	19
(V) Vacant	V1	Industrial Vacant	673,410	11.1%	-
TOTAL			6,078,765	100.0%	96

INDUSTRIAL OPPORTUNITIES AND RECENT DEVELOPMENT

Overall, growth in several industrial occupational sectors is projected by the Bureau of Labor Statistics: transportation industries, warehousing and certain utilities such as water, sewage and other systems. Nationally, transportation and warehousing are expected to increase by 21.7% through 2012. As manufacturers concentrate on their core competencies, demand for truck transportation and warehousing services is projected to increase. Utility jobs in water, sewage, and other systems are expected to increase significantly by 2012, up to 46.4%. While employment in other utilities is not projected to rise because of improved technology, jobs in water and sewage are “not easily eliminated by technological gains because [water treatment and waste disposal] are very labor intensive”¹.

In recent years, Brooklyn has experienced some newer industrial investments. In 1994, the Plain Dealer opened a \$200 million printing and distribution facility on Tiedeman Rd. adjacent to I-480 on Brooklyn's south side. Other industrial businesses in Brooklyn have expanded their facilities and improved their properties including Bridge Terminal Transport and Dylon Industries, which is a manufacturer and wholesaler of lubricants.

INDUSTRIAL TRENDS

The industrial sector has also experienced significant changes in recent decades. In general, there has been a shift from manufacturing to service industries. While the manufacturing base remains an important component of the regional economy, traditional manufacturing has struggled to remain competitive in an environment of globalization and outsourcing. Production occupations are projected to have the slowest job growth of all major occupational groups, according to the Bureau of Labor Statistics.

Nationwide and locally, the use of trucking as a means of transporting goods and materials has increased. Businesses today have much less reliance on railroads for transporting raw materials

¹ US Bureau of Labor Statistics, 2003.

and finished products, even though there is an existing network of railroad lines and tracks throughout the country. Locally, businesses on the north side of Brooklyn's Clinton Road industrial corridor and businesses on the north side of Brookpark Road have access to the railroad lines, but few companies use the tracks.

EMPLOYMENT AND INDUSTRY EARNINGS

Brooklyn is home to many local, regional, and national businesses. Among the City's largest municipal income tax withholdings are American Greetings, Keybank, the Plain Dealer, Arrow International, Wal-Mart, USF Holland, Eaton Corporation, Hugo Boss, and McDonald Investments. Combined with the City of Brooklyn, these top ten largest contributors of municipal income tax withholdings employed 9,475 people and contributed more than \$6 million in income taxes in 2004.

Table 4 shows annual average earnings by industry for Ohio workers in 2004. According to the Bureau of Labor Market Information, the highest annual average earning occupations were manufacturing of Durable Goods and Nonresidential Building Construction, \$43,998 and \$43,072 respectively. The lowest average annual earning occupation was in the Retail Trade with \$16,700, excluding tips.

Among the 20 fastest growing occupations, on-the-job training is the most significant source of education for 17 of the 20 occupations. A bachelor's or associate degree is also a significant source of education or training for half of them.

Table 4 Average Annual Earnings for Ohio Workers in 2004

Industry	2004 Average Annual Earnings
Goods-Producing Industries	
Construction	\$41,825
Nonresidential Building construction	\$43,072
Manufacturing	\$40,050
Durable Goods	\$43,998
Nondurable Goods	\$30,512
Service-Producing Industries	
Wholesale Trade	\$30,030
Retail Trade*	\$16,700
Trade, Transportation, and Utilities	\$29,975
Financial Activities	\$29,022
Health Care & Social Assistance	\$24,947

* Does not include tips.

Source: Bureau of Labor Market Information, ODJFS, 2005.

IMPACTS OF COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Retail, office and industrial land uses have significant impacts on the environment. Airborne pollutants from vehicular trips for shopping purposes and truck traffic, stormwater runoff quality and quantity, noise and light pollution are all factors that should be addressed. Excess parking capacity and lack of landscaping in parking lots increase the amount of stormwater that washes directly into urban streams. This runoff carries with it significant amounts of petroleum, nitrogen, heavy metals, and sediment which contribute to the degradation of streams, rivers, and lakes.

Large retail establishments are significant generators of traffic. Traffic from retail can account for as much as four times the volume created by office uses, eight times the volume of light industrial uses, and 24 times the volume of residential uses. Heavy traffic volumes and large numbers of turning movements generated by retail development result in a higher number of accidents.

ECONOMIC DEVELOPMENT INCENTIVES

The City of Brooklyn has numerous programs available to it to assist businesses in the community and help spur economic development. Brooklyn currently participates in many of the Cuyahoga County Department of Development programs. Other entities provide loans and grant monies to municipalities and businesses in order to attract and/or retain employees and jobs. See Appendix F for a list of the incentive programs identified.

Brooklyn was recognized and designated a “Business Friendly Community” by the Business Friendly Community (BFC) Partnership, an organization that represents economic development agencies in seven Northeast Ohio counties. The City strives to retain and attract businesses and recently created the position of Economic Development Administrator to oversee business development within the City.

BUSINESS RETENTION AND EXPANSION STUDY

The City of Brooklyn and the Brooklyn Chamber of Commerce undertook a Business Retention and Expansion study in order to assess the needs of Brooklyn’s businesses and the City’s overall business environment. The study was published in November, 2003 and surveyed local Brooklyn merchants about their perceptions of doing business in Brooklyn and their future plans. Of the 340 Brooklyn businesses surveyed, approximately 21% responded. The majority of these businesses serves the local or northeast Ohio market and was privately- or family-owned. Among the key findings, local businesses viewed Brooklyn as a favorable place to operate a business. Proximity to freeways and access to customers were top cited reasons by respondents.

CONCLUSIONS

- Brooklyn has a robust mix of commercial and industrial opportunities in the City, which attracts shoppers and workers from outside its borders. The existing combination of businesses meet many of the needs of Brooklyn residents, however there are opportunities for additional goods and services which residents currently travel outside of the City. While retail growth is desired and continues, the total population in Brooklyn and Cuyahoga County is not increasing. The overbuilding of retail typically leads to increased competition among businesses, which results in lower rents, more marginal businesses, more vacancies in older retail areas, and reduced property revenues for school districts and communities. Complications from traffic, parking and environmental impacts must also be weighed against new development.
- Retail is changing in dramatic ways – Shift to more national retailers, rise of internet shopping, presence of urban entertainment centers, and the homogenization of retail – shopping centers that feature the same stores and tenant mix. While many consumers

frequent freestanding “big box” stores surrounded by acres of parking, there has been renewed interest in the “Main Street” retail form characterized by pedestrian amenities, human scale architecture, and a “sense of place”.

- Brooklyn’s industrial areas are scattered in pockets throughout the City. With the exception of Tiedeman Road, these industrial areas are buffered from residential areas. While there has been some new industrial development in recent years, many of the City’s industrial buildings were built in the 1950’s and geared towards traditional manufacturing.
- While Brooklyn has excellent interstate highway access which has attracted retailers and businesses, the high volume of vehicles on and around these interstates has resulted in traffic backlogs, accidents, and diminished quality of life for Brooklyn residents. Alternative routes for industrial vehicles, commercial shoppers, and office employees should be explored so as to return local connector streets to Brooklyn residents.
- While many of Brooklyn’s older commercial retail and industrial buildings were built in the 1950’s and 1960’s, the City has attracted many new retailers, restaurants, and some industrial businesses. The Business Retention & Expansion Report helped begin the discussion with local merchants and industrial companies about why they operate in Brooklyn and what needs they have.
- The City has also established an Economic Development Administrator position, a point person whose mission is to help maintain the City as a competitive place to do business and is proactively looking to enhance its business environment.
- The City has a reputation of being a “business-friendly” community. It will be important to balance this with programs that protect residents from increased traffic congestion in order to provide an environment that is conducive to business expansion and growth.

CHAPTER 1.5

PUBLIC AND COMMUNITY FACILITIES AND SERVICES

Overall, public amenities play a critical role by contributing to the fiscal health of a community's government, the viability of its businesses, and the quality of life for its residents. Public facilities such as city hall, police and fire stations, service buildings, and parks are critical elements in a community and are needed to sustain neighborhoods, businesses, and governmental functions. Other quasi-public community facilities such as schools, hospital, libraries, and places of worship are also important to residents and their quality of life.

PUBLIC FACILITIES

Brooklyn has a variety of buildings, properties, and other structures that the City operates and maintains. City Hall and the Police and Fire Departments provide critical administrative services for residents, businesses, and institutional entities. Public parks provide places for social interaction, exercise, community identity, and appreciation for nature. Table 1 highlights those buildings owned by the City of Brooklyn. In an effort to maintain high-quality services, the City is constructing a new fire station, which is expected to be completed in 2006.

Table 1: Public Buildings and Structures in 2005, Brooklyn

	Address	Property (Acres)	Building (Sq. Ft)	Year Built
City Hall Administrative Building, Police Dept & current Fire Dept	7619 Memphis Avenue	15.71	38,175	1953,1960,1974
Service Garage	9400 Memphis Avenue	78.0	31,280	1942,1970,1990
Senior/Community Center	7727 Memphis Avenue	26.85	15,715	1983
John M. Coyne Recreation Center	7600 Memphis Avenue	14.11	87,707	1974,1992
Gazebo at Timothy Knight Commons	Biddulph & Ridge Roads	1.70	485	1985
Historical Museum	4442 Ridge Road	0.49	6,083	1929,1983
Records Storage/Archives Bldg	4476 Ridge Road	1.12	4,870	1950
	TOTAL	137.98	184,315	-

Source: City of Brooklyn, Industrial Appraisal Report and Cuyahoga County Auditor's Office, August, 2005.

City Hall

Brooklyn conducts its main administrative functions at City Hall which is centrally located in the City. Brooklyn's City Hall was constructed in the mid-1950s and expanded in the early 1960's and mid 1970's. City Hall has slightly more than 38,000 square feet of floor area and is considered to be in "Good" condition. Administrative offices comprise approximately 15,385 square feet.

City Hall currently houses a variety of municipal functions: the Mayor's office, Police and Fire Departments, Building Department, City Court and other administrative offices. In total, 86 full-time and 16 part-time employees are employed at City Hall. Several additional city facilities are located in the immediate vicinity such as Senior/Community Center, and Brooklyn's Veterans

Memorial Park, which both share the City Hall parking lot, and the Brooklyn Recreation Center, located directly across the street.

Brooklyn City Hall has undergone substantial improvements over the years, such as being cabled for fiber optics, and is still experiencing changes. In the Fall of 2005, physical improvements at City Hall included \$44,000 in repairs to the roof. Yet more renovations are needed. Since the newest part of the facility was built over thirty years ago, space considerations and additional storage room are necessary. The building's heating and cooling (HVAC) is inadequate and needs to be overhauled and replaced because it was installed at different times when additions were made to City Hall.

Police Department

The Brooklyn Police Department presently occupies 11,600 square feet of floor area in Brooklyn's City Hall complex. A new central communications and dispatch center was added to the department and finished in 2005. High-tech improvements totaling more than \$400,000 were made including computers, radios, and display terminals. In 2005, the Police Department also added a women's locker room and outdoor generator.



Brooklyn Police Department

The Police Department employees 42 people: the Police Chief oversees the Department, which is staffed by 25 police officers, 5 detectives, 5 sergeants, and 7 dispatchers.

Along with the traditional police functions, the Brooklyn Police Department plays an active role in many community-oriented programs, including in-home safety surveys, block watch, kindergarten screening and fingerprinting, career days, government classes, and the D.A.R.E. program, a drug awareness education for students, parents and teachers. The Department also hosts and/or participates in a number of other specific programs. These include a Bicycle Helmet Safety Program, infant car seat checks, smoke detector installations, a Juvenile Diversion Program, and a Domestic Abuse program.

The Brooklyn Police Department is an active member of the Southwest Enforcement Bureau (S.E.B.) which is a regional organization made up of emergency services personnel from 18 surrounding suburbs. S.E.B. maintains tactical response capabilities for hostage/barricade situations, crowd control, high-risk warrant service and bomb disposal. Brooklyn participates in intensive training exercises, and pools resources and manpower for more efficient use of limited tax money through this organization.

The condition of the Police Department facility is considered to be "Average" to "Poor" and additional improvements are needed to the building, portions of which are more than 50 years old. The firing range in the lower level of the Police Station needs repair and updating. Brooklyn's jail does not meet current federal standards and will need to be upgraded in the future. With the departure of the Brooklyn Fire Department from the City Hall complex anticipated in the Fall of 2006, there is an opportunity for the Police Department to expand and reconfigure its space.

Fire Department

The Brooklyn Fire Department is presently located at 7619 Memphis Avenue as part of the City Hall complex. The area that houses the Fire Department was added onto the original City Hall building in the 1970's. The existing Fire Station is approximately 11,200 square feet in size.

The Fire Department is staffed with 30 full-time personnel, including the Fire Chief, 5 Lieutenants and 24 Fire Fighters. In addition to fire duty, 25 members are also State Certified Paramedics and serve on two Advanced Life Support emergency medical units. Basic fire-related services provided by the Brooklyn Fire Department include:

- Fire Suppression
- EMS
- Fire Prevention



Brooklyn Fire Station - existing

The Fire Department performs a number of public services. Community-oriented programs and services include smoke detector installation, infant car seat checks, home safety surveys, and public education. Other technical services that the Brooklyn Fire Department offers include:

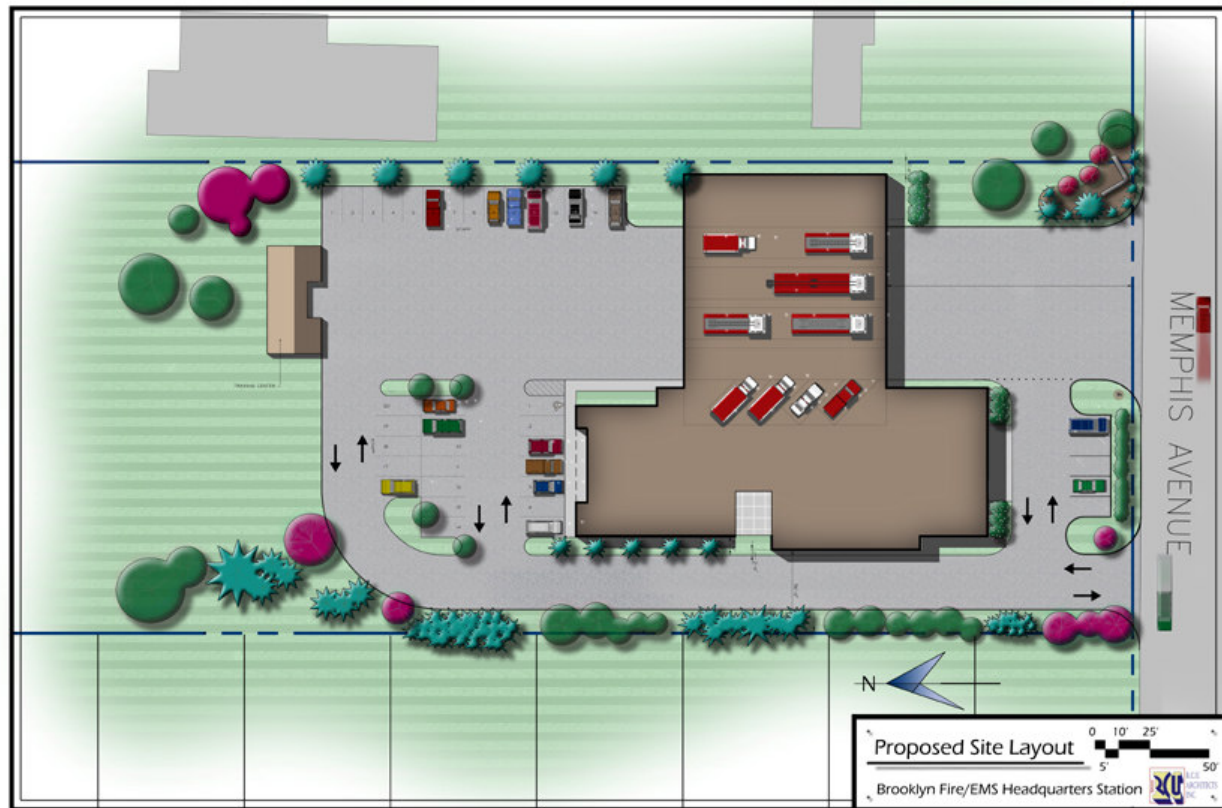
- Fire/Life safety inspections
- Fire ground training
- Paramedic continuing education
- Brooklyn Volunteer Corps training

The Fire Department participates in a collaborative with 18 other cities in the Southwest Area of Cuyahoga County. The collaborative allows each city to share the cost of manpower needed to provide highly specialized services when responding to hazardous materials, technical rescues, and fire investigations. The Brooklyn Fire Department presently provides two members to the Haz-Mat Team, two members to the Swat Medic Team, and one member each to the Tech-Rescue team and Fire Investigation Unit.

In November, 2004, Brooklyn residents approved a levy (Issue #10) to finance the construction of a new Fire Station and emergency medical service headquarters. The 1.5 mill levy is being used for the new fire station, the purchase of a new aerial truck and funding of the safety forces retirement fund.

The new Fire Station will be located on the northeast corner of Memphis and Rodoan Roads. Construction started in June, 2005 and the new facility is expected to be completed by mid 2006. In total, the new facility will have approximately 24,500 square feet of floor area. The City hired RCU Architects Inc. and RFC Constructing Inc., and has worked closely with the Brooklyn Fire Chief and a volunteer Fire Station Committee on the design and layout of the new Fire Station. Figure 1 provides a schematic view of the new Brooklyn Fire Station.

Figure 1: Proposed Brooklyn Fire Station



The new Fire Station facility will address many of the deficiencies related to the existing Fire Department space. The existing Fire Station is cramped, inefficient and more than 30 years old. Updated fire equipment including an aerial truck was unable to be parked within the old Station, but will have adequate space within the new structure. The new station will also include a dedicated clean-up/decontamination area. A training tower was originally slated to be built on the new Fire station property, but given budget constraints, was excluded as part of the current construction plans.

Service Garage

The Brooklyn Service Garage is located at 9400 Memphis Avenue. The facility is approximately 31,280 square feet in size and shares the property with the Brooklyn municipal landfill. Two other buildings are located on the property: in 1975, a 3,630 square-foot salt storage dome was built, and in 2005, a 525 square-foot sod storage building was added.

The Service Garage is considered to be in “Good” Condition. The facility was built in 1942 and later



Brooklyn Service Garage.

expanded in 1970. In 1990, the building underwent some renovation including a new roof.

Approximately 30 full-time employees and four (4) part-time employees operate out of this facility. Seasonal grass cutter and summer maintenance workers are added to the Service Department's personnel from May through September annually. While the Service Director's office is located at City Hall, other offices including the General Foreman, Dispatch, and mechanics' offices are located at the Service Garage.

While the Service Garage building is in satisfactory condition, the grounds are in need of repairs: a gravel and dirt driveway and employee-parking lot need to be surfaced. A portion of the driveway apron and part of the driveway are paved, but a section, measuring approximately 150 feet by 150 feet, is unpaved, which generates dirt and dust. The facility is also not currently configured to service vehicle repairs onsite, and a separate building for the repair of City vehicles should be considered in the future.

Senior/Community Center



Brooklyn Senior/Community Center

Brooklyn's Senior/Community Center is located at 7727 Memphis Avenue. This facility opened in 1983 and provides a venue for community events and senior activities.

The Senior/Community Center has approximately 15,170 square feet of floor area. When it was built, the facility was considered to be state-of-the-art. While the Senior/Community Center is already 22 years old, it is still considered to be in "Good" condition. In 2002, the Brooklyn Senior/Community Center floors were rehabilitated and new carpeting installed; the only improvements that have been made to the facility since it was built.

The Brooklyn Senior/Community Center provides offices for the Center's Coordinator and staff, and offers an arts-and-craft room, meeting rooms, and a full kitchen. A number of on-site programs and activities are offered here. The Senior/Community Center is staffed by four (4) full-time employees and four (4) additional part-time employees.

Among the many services provided, the Brooklyn Senior/Community Center provides a door-to-door transportation service, available Monday thru Friday. The van service is geared towards Brooklyn residents who are 55 years of age or older and are unable to drive, but is also available for the handicapped and disabled. Transportation trips for shopping and medical appointments are arranged through advance reservations.

One of the main issues is the lack of storage space at the Senior/Community Center. There is little space to store existing tables, chairs and equipment when not in use. Parking is also at a premium especially when there are multiple events being held concurrently either on-site or at nearby facilities. In addition, various upgrades need to be made to improve operations at the center, including replacement of the HVAC system, various kitchen appliances and outdated equipment. The building's exterior also needs to be cleaned.

John M. Coyne Recreation Center

The Brooklyn Recreation Center is a multi-use facility located at 7600 Memphis Avenue. The Center opened in 1975 and in 1992, the City added a \$3.2 million natatorium and expanded locker room. In 2004, the Brooklyn Recreation Center was renamed the John M. Coyne Recreation Center.



Brooklyn's Recreation Center

The Recreation Center is approximately 84,735 square feet in size and is located on a 14-acre parcel. Facilities located here include:

- Indoor/Outdoor Swim Complex including a children's Wading Pool
- Ice Skating Rink
- Steam Room/Sauna
- Whirlpool
- Cardiovascular Room
- Locker Rooms
- Racquetball Courts
- Baseball Diamonds

In general, the overall condition of the building is considered to be in "Good" condition. According to the Recreation Director, the natatorium is considered "Very Good" while other, older parts of the facility are considered "Fair". For instance, the racquetball courts are outdated and underused. Other parts of the building such as the building entrance and locker rooms are inefficiently and poorly configured. In 2002, Brooklyn hired an architectural firm to study upgrades and improvements at the Recreation Center. Improvements were estimated at \$4 million and cited changes to the front entrance and expansion of the fitness room, among other improvement changes.

The Recreation Department has eight (8) full-time staff members and numerous part-time personnel including cashiers, rink guards, life guards, maintenance, and contractual instructors.

Programs offered at the Recreation Center include ice skating instruction, skating sessions for figure/public skating and hockey, Spring and Fall soccer, youth dance classes, basketball, softball/baseball, home run derby, tennis instruction, day camp, and cheerleading. Various fitness programs include body sculpting, martial arts and kickboxing. The natatorium offers swimming lessons, water exercise programs, and open swimming.

In terms of building facility needs, the Recreation Center is in most need of interior planning and configuration assistance. The existing flow between activities in the building needs to be improved. Because the facility was built and expanded over time, the current front entrance and easy access front parking is inadequate and needs to be improved. The existing fitness center area is considered inadequate and needs to be expanded. The Recreation Center's indoor pool needs to be rehabilitated and refinished: the pool does not currently meet depth requirements for competitive swimming. The exterior's glass partitions are not only difficult to clean but also

need to be replaced. The ice rink needs improved locker rooms as well. Cost estimates for upgrades and changes at the Recreation Center approached \$4 million in 2002.

RECREATION

Brooklyn residents are served by various recreational offerings including programs, activities and facilities throughout the City. Parks, recreation amenities and public open spaces positively contribute to a community's quality of life. Outstanding recreation facilities and parks can act as economic development drivers, attracting and retaining residents, businesses, and workforce.

The Brooklyn Recreation Department coordinates and manages the recreation facilities and programs for use by residents. The Service Department assists the Recreation Department and helps with the maintenance of the recreational facilities.

Brooklyn has a comprehensive park system made up of a variety of park types. These park types range from large community parks to smaller neighborhood parks to very small mini parks. In addition, thanks to the Cleveland Metroparks, residents have access to the regional park system. Park facilities are described below and identified on Figure 2. Recreation Service Areas.

Veterans Memorial Park

Veterans Memorial Park is one of the City's largest recreational sites. It is located behind City Hall as part of the City Hall/Senior/Community Center campus that comprises nearly 75 acres. Because of its size, the park can be thought of in two sections: Upper and Lower Veterans Memorial Park.



Fountain at Veterans Memorial Park

Veterans Memorial Park is a community park that offers a variety of recreational opportunities including organized and passive recreation. Upper Veterans Memorial Park, located adjacent to the City Hall parking lot, was renovated in 1997. Phase I of the project included playground equipment, a fountain area for wading, a small pavilion, the Grande Pavilion (available for rental), playground, garden area, renovated restroom facilities, and a refurbished park building now used as a park office and storage area. The Upper Park area also includes a baseball diamond for adult and youth programs. In 1998, Phase II renovation was completed, which encompassed 26.05 acres of the Lower Veterans Memorial Park. This area at its southern point is adjacent to the two City of Brooklyn elementary schools; Rodoan and Brookridge. The project included construction of the South Creek Pavilion (available for rental), a swing park area and renovation of the existing Old Stone Pavilion (available for rental) and restroom facilities. Construction of a retaining wall, drainage system, fencing and a new baseball diamond completed the project. In 1999, renovation continued with Phase III called "Backyard Fun". The purpose for this area was to create a renewed interest in tennis, soccer, shuffleboard, golf and basketball. In response to community interest in 2004, the in-line skating area of "Backyard Fun" was developed into a skateboard park.

The last component to the parks redevelopment in 2000 was the construction of an eight foot wide multi-purpose trail that provides neighborhood access to the park and allows visitors to enjoy both the Upper and Lower Veterans Memorial Park.

Timothy Knight Commons

This 1.7-acre city-owned mini-park is located southwest of the intersection of Biddulph and Ridge Roads. Recently renamed from Brooklyn Commons, the park was dedicated in July, 2005 to a young fallen soldier and previous Brooklyn resident.

The Timothy Knight Commons is devoted to passive recreational amenities such as a gazebo, a footbridge, walking trail and benches. Several parking spaces are located nearby at the shopping complex and sidewalks are located along Biddulph Road. The gazebo was built in 1985 and is in “Very good” condition. The eastern end of the park and the gazebo are lit by lampposts with a historic look. The western end of this linear park is open space.



Timothy Knight Commons

James P. Brock Memorial Playground

Brock Playground is located at the southeast corner of Ridge Road and Vandalia Avenue and is roughly a half an acre in size (0.52 acre). Because of its location near Ridge Road and high volumes of traffic, Brock Playground is fully enclosed by a tall chain link fence.

The Brock Memorial Playground is designed for use by children age 14 years and younger. The park includes playground equipment and a handicap-accessible paved area. In 1999, Brock Park was reconditioned and new playground equipment was installed. Only on-street parking is available for this small mini park.



Brock Playground

Marquardt Park

This neighborhood park is located south of Biddulph Road between Autumn Lane and Bentwood Drive. The streets of Springbrook, Brookhigh and Heather Lane terminate into Marquardt Park. The park is comprised of slightly less than 12.50 acres and includes a baseball diamond, soccer field, large open field, playground equipment, restrooms and pavilion. On-street



Marquardt Park

parking is available on each of the streets that surround the park. A paved driveway turn-around provides for emergency vehicle access. Currently, a dirt walking trail connects many of the streets that provide access to this neighborhood park.

In addition to active recreation amenities, Marquardt Park also provides passive recreation opportunities. A wooded out-cropping of trees is located to the park's southern and eastern boundaries and provides a buffer between the nearby residential housing and Interstate 480. There is a walking trail currently in this wooded area. One feature to note about Marquardt Park is that is a dog-friendly park!

Cleveland Metroparks – Big Creek Reservation and Brookside Reservation

A 37-acre portion of the Big Creek Reservation is located in Brooklyn on Memphis Avenue, at the terminus of Tiedeman Road. The rest of the park is located south of the Brooklyn border. A major component of Big Creek Reservation is the Big Creek Parkway, a refreshing alternative to the standard suburban commuter routes to Cleveland. This portion of the reservation runs parallel to Pearl Road from Valley Parkway to Brookpark Road, and is located in Parma, Parma Heights, Middleburg Heights, and Strongsville.

Brookside Reservation is located in Cleveland at the eastern edge of Brooklyn, just south of I-71. Until it was acquired by the Cleveland Metroparks in 1993 it was one of the Cleveland's oldest neighborhood parks, having been purchased by the City in 1894. By the early 1900s, the area had become a center for recreation. Athletic events were popular at that time, and Brookside hosted one of the first city ice skating races in 1901. The 135-acre reservation serves as a refuge for diverse wildlife in an urban setting. It is also an attractive spot for area picnickers and a resting site for walkers, cyclists and others who use the all purpose trail. An all purpose trail connects the reservation to the Cleveland Metroparks Zoo.

Recreation Standards

While the Ohio Parks and Recreation Association (OPRA) provides programmatic guidance for municipalities, the National Recreation and Park Association (NRPA) provides general guidance for the minimum amount of parkland needed and has outlined recreation standards based on typical service areas. As Table 2 shows, a service area and recommended number of acres based on population are assigned to each park classification. Using these factors, it is possible to compare the recommended standards to the existing amount and location of parks in the City and to measure the surplus or deficit of existing park land.

Despite this systematic evaluation, it is important to remember that communities are dynamic and unique, and that it is very difficult to apply one set of standards to all communities. In addition, some parks function in multiple ways, and there are also recreation/playground facilities located at school sites, but which are not included in this analysis. For example, people who live within 1/8 mile of Veterans Memorial Park are able to walk to the playground facilities in much the same way as neighbors near Brock Playground. In addition, the Cleveland Metroparks provides regional parks for the entire county and Brooklyn residents are fortunate to live close to both Big Creek Reservation and Brookside Reservation.

Table 2: Standards for Outdoor Recreation Areas, Brooklyn.

Classification	Service Area	Acres per 1,000 population ^(a)	Total Acres recommended for Brooklyn	Existing Acres in City	Surplus or (Deficit)
Mini-Park/ Playgrounds Brock Playground Timothy Knight Commons Marquardt Park ^(b) Veterans Memorial Park ^(b)	1/8 mile	0.25 acres	2.9 acres	~ 4.2 acres	~ 1.3 acres
Neighborhood Parks Marquardt Park Veterans Memorial Park ^(b)	¼ mile	1.00 acre	11.6 acres	~ 22 acres	~10.4 acres
Community Parks Veterans Memorial Park Brooklyn Recreation Center	½ mile	5.00 acres	57.9 acres	41.0 acres	(16.9) acres
Natural Resource Area Cleveland Metroparks: Big Creek at Memphis Big Creek in Parma Brookside in Cleveland	10 miles/ variable	15.0 acres	173.80 acres	37 acres, plus over 500 acres in adjoining reservations	360 acres+

Source: National Recreation and Park Association Standards, 1997.

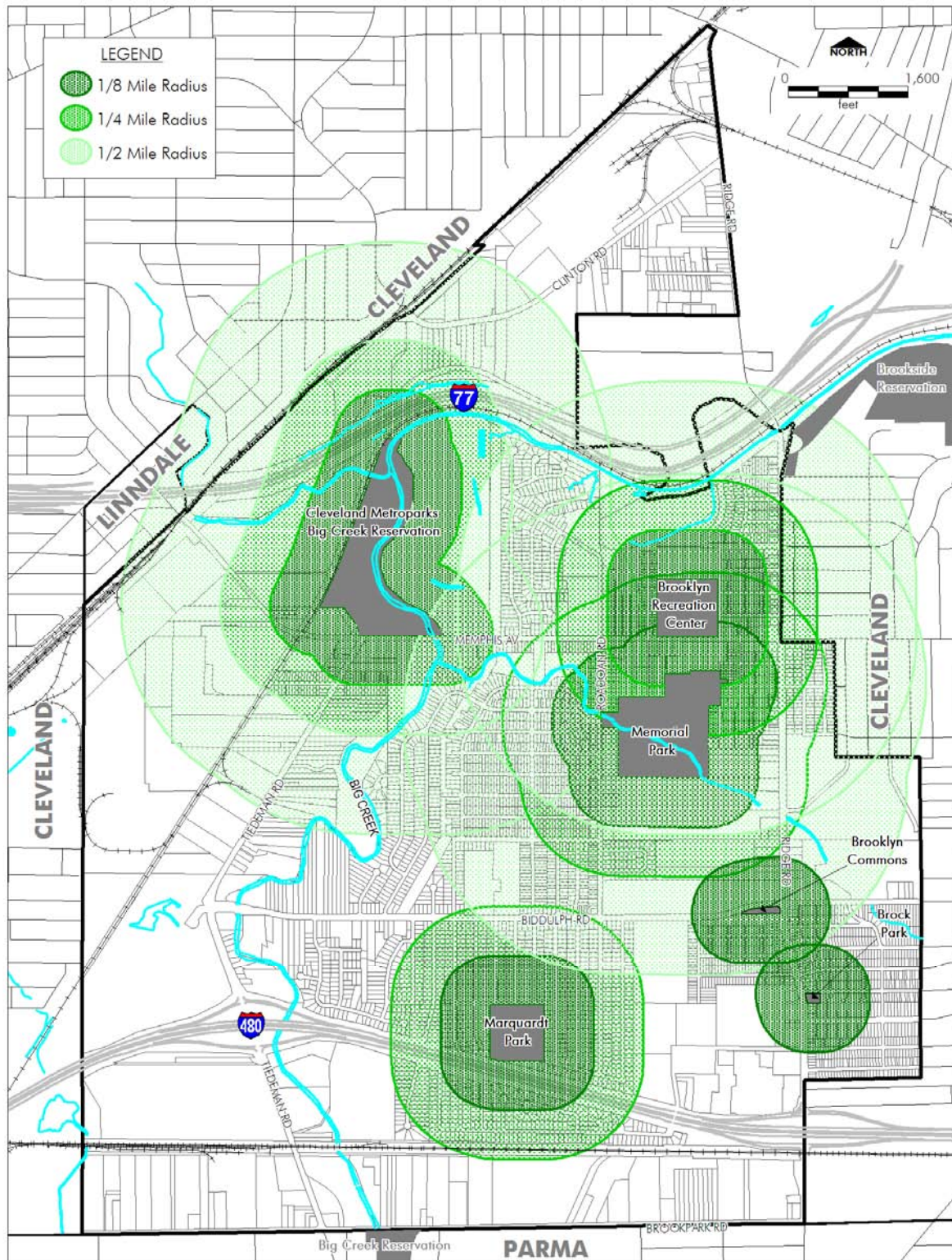
^(a) 11,586 total persons according to the 2000 Census of Population & Housing

^(b) Larger parks serve multiple functions: only the typical size of park for each category is counted for the larger parks

According to NRPA standards, Brooklyn has a modest deficiency of local parks, a total of 16.9 acres. Mini-parks and playgrounds cover the smallest service area, and based on Brooklyn's population size, almost three (3) acres are recommended for the City. Given the various playground areas in the City, there is a slight surplus of mini-parks and playgrounds. Neighborhood parks constitute approximately 22 acres, or about 10 acres more than the minimum recommended. Community parks in Brooklyn cover close to 41 acres, but this is 17 acres less than the recommended acreage for these types of parks.

Another way to evaluate the adequacy of parkland is according to service area, which looks at the distance people typically travel to visit each type of park. The typical service areas were mapped for each park location in the City. When viewed spatially, Figure 2 highlights those residential locations that are currently underserved.

Figure 2: Recreation Service Areas, Brooklyn



There are primarily two areas that fall outside the service areas of all the City parks, an area east of Marquardt Park and an area west of Marquardt Park. Neighborhoods that are outside of the ½ mile radius include residences approximately 1,000 feet on Tiedeman both north and south of Biddulph road, residences on both sides of Biddulph road just east of Big Creek until Brook Lane, and residences south of Biddulph and east of Ridge Road. Several residences south of Ira Avenue, the southern end of Summer Lane, and the eastern end of Idlewood Drive are also outside of a ½ mile recommended radius.

OTHER CITY-OWNED FACILITIES

The Brooklyn Historical Museum, located at 4442 Ridge Road, is owned by the City of Brooklyn. The Museum is approximately 6,080 square feet in size and was originally built in 1929. A garage and storage shed are also located on this property.

The City also owns the building located at 4476 Ridge Road which is currently used for records storage and archives. This facility was the previous Brooklyn library which was built in the 1950's and is approximately 4,870 square feet in size. This building suffers from poor ventilation and occasional dampness because it is an unstaffed, "cold" storage facility without continuous heat or air conditioning. In 2000, a water pipe broke and resulted in mold growth and odors. There are no long-term plans for the property. The building has not been used since 1992.

PUBLIC SCHOOLS

The Brooklyn City School District (BCSD) is one of 31 public school districts in Cuyahoga County. While more than half of all local public school districts encompass more than one municipality, Brooklyn's public school district serves only residents of Brooklyn.

Table 3 shows total enrollment for the Brooklyn City School District. Within the past five years, enrollment has remained relatively stable. Approximately 1,390 students were enrolled in the 2004-2005 school year according to the Brooklyn City School District's Treasurer's Office. Since 2000, the BCSD experienced a slight decline of 0.71% in total enrollment.



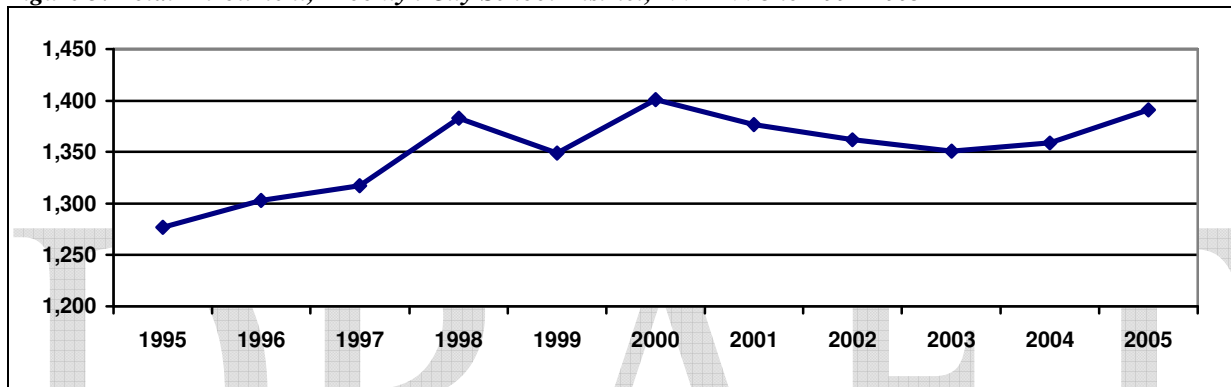
Brooklyn Board of Education office entrance.

Table 3: Total Enrollment, 2000-2001 to 2004-2005

	2000-2001	2000-2001	2001-2002	2002-2003	2004-2005	Percent Change
Brooklyn City School District	1,401	1,377	1,362	1,351	1,391	-0.71%

Source: Annual Enrollment Brooklyn City School District, Treasurer 2005.

Figure 3 shows the change in total BCSD enrollment over the past ten years. As the graphic shows, enrollment has fluctuated within this time period. In 1998 and 2000, enrollment peaked at high enrollments of 1,388 and 1,401 respectively. In recent years, enrollment has stabilized and in 2005 returned to close to 1,390 students.

Figure 3: Total Enrollment, Brooklyn City School District, 1994-1995 to 2004-2005

Source: Annual Enrollment Brooklyn City School District, Treasurer 2005.

Tables 4 and 5 detail information about each of the four public schools that comprise the Brooklyn City School District: two elementary schools, a middle and high school. Table 4 shows grade levels, number of classrooms, current enrollment by school and building capacity. Most school buildings instruct three grades of students with the exception of the High School which has four grades: 9-12. A mornings-only Preschool program was added at Rodoan Elementary School in recent years. The number of classrooms range from 13 at Rodoan Elementary to 38 at the High School. Brooklyn High School also has the largest enrollment at 437 students in 2004-2005.

According to the school district's Treasurer, buildings within the Brooklyn City School District are at maximum capacity. While the school district appears to be under-capacity, space at each of the schools is at a premium due to special needs programs which require additional space per pupil within a classroom. However, no new buildings are anticipated or planned for the school district at this time.

Table 4: Brooklyn City School District

Public School Buildings	Grades	Classrooms	2004-2005 Enrollment	Building Capacity*
Roadoan Elementary School 4525 Roadoan Road	Pre, K-2	13	280	415
Brookridge Elementary School 4500 Ridge Road	3-5	14	318	505
Brooklyn Middle School 9200 Biddulph Road	6-8	18	356	531
Brooklyn High School 9200 Biddulph Road	9-12	38	437	680

* Each of the schools is at full capacity due to special needs programs which require additional space per pupil.

Source: Brooklyn City School District, Treasurer, April, 2005.

Table 5 shows property data for each of the four school buildings in the district. Square footage ranges from about 42,450 to 190,000 square feet. The Middle and High Schools are located on the same site, sharing a “campus” of more than 16 acres. The Brooklyn Board of Education also has their offices on this shared site. Brookridge Elementary School and Roadoan Elementary are located side by side between Ridge Road and Roadoan Road.

Most of the school buildings are more than fifty years old. The Middle School is the oldest building, originally built in 1939. However, these facilities are in “Very Good” condition. According to the School District’s Treasurer, each of the district’s buildings meets the needs of the students, teachers and other support staff in the school district, and have been upgraded in recent years.

Table 5: Brooklyn City School District Property Data

Public School Buildings	Building Sq. Ft	Lot Acres	Year Built	Building Condition
Roadoan Elementary School 4525 Roadoan Road	42,465	1.50	1948	Very Good
Brookridge Elementary School 4500 Ridge Road	57,300	39.05	1954	Very Good
Brooklyn Middle School 9200 Biddulph Road	49,000	16.25	1939	Very Good
Brooklyn High School 9200 Biddulph Road	190,000		1957	Very Good

Source: Cuyahoga County Auditor’s Office, April, 2005; Brooklyn City School District, Treasurer, April, 2005.



Rodoan Elementary School

The Brooklyn City School District took advantage of House Bill 264 which allowed school districts to issue debt without voter approval to finance capital projects which produced energy savings. The BCSD spent \$4.25 million dollars beginning in 1994 to upgrade all four school district buildings. Each of the public schools received new energy efficient windows and doors; new roof; painting of classrooms; computers and fiber optic wiring. All of these improvements were needed but ultimately resulted in the school district going into default in 1997-1998.

New playground equipment at each of the elementary schools has recently been installed, with half the funding raised by PTA. Improvements to “hurricane alley” are being finalized and additional parking was recently completed at Brookridge Elementary School.

Ohio Department of Education Local Report Cards

The Brooklyn City School District’s rating by the Ohio Department of Education (ODE) for the 2004-2005 school year was “Continuous Improvement”. The BCSD met 11 of the 23 state indicators and is one of six districts in Cuyahoga County with this designation. Brooklyn has maintained a Continuous Improvement designation over the past four academic school years, up from Academic Watch in the 1999-2000. Within the past five years however, the number of state indicators have declined from 27 indicators to a low of 18 and a current total of 23. The results of the district’s proficiency tests for the 2004-2005 school year are shown in Table 6.

Table 6: 2004-2005 Proficiency Tests Scores

	4 th Grade Proficiency		6 th Grade Proficiency		10 th Grade Proficiency	
	Brooklyn (BCSD)	State of Ohio	Brooklyn (BCSD)	State of Ohio	Brooklyn (BCSD)	State of Ohio
Citizenship	56.9%	66.0%	79.40%	72.7%	83.9%	79.3%
Math	52.4%	65.5%	62.1%	62.5%	83.0%	81.6%
Reading	66.0%	76.6%	66.0%	69.8%	94.7%	92.0%
Writing	75.7%	78.1%	88.2%	83.5%	91.5%	83.7%
Science	44.1%	61.2%	64.7%	66.9%	74.5%	73.0%

Source: Ohio Department of Education Local Report Card, 2004-2005.

Some highlights from the ODE Local Report Card include attendance and graduation rates. The BCSD exceeded the state attendance rate requirement of 93%, achieving 95%. The school district also met the state’s graduation rate with a district total of 94.7%. Proficiency tests given to the District’s fourth grade students had the lowest scores in all categories, while 10th grade students exceeded the State of Ohio for each.

According to the ODE, expenditures per pupil in the Brooklyn City School District were \$9,390 in 2004-2005. Similar districts averaged \$8,787 per pupil during the same year.

Private Schools

There are two private schools in the City of Brooklyn: Heritage Christian Baptist School and St. Thomas More. Heritage Christian Baptist School is located at 4403 Tiedeman Road and is a ministry of the Cleveland Baptist Church. This school teaches students in Kindergarten and Grades 4-8 and had an estimated enrollment of 265 in 2004-2005 (270 in 2003-2004). Enrollment has declined slightly over the past three years and the school has experienced an under-capacity of students. While numerous Brooklyn residents send their children to Heritage Christian Baptist School, most of the school's students come from outside of the City of Brooklyn.

St. Thomas More Elementary School is located at 4180 North Amber Drive and is part of the Cleveland Catholic Diocese. St. Thomas More teaches students in Grades K-8, and just began a Preschool program in 2005. The school's enrollment was estimated at 389 students in 2004-2005, down just slightly from 391 in 2003-2004. St. Thomas More also has an enrollment that is under-capacity. Similar to Heritage Christian School, St. Thomas More attracts more non-Brooklyn school-age residents, a trend that has completely reversed itself from a generation or so ago. Unlike other catholic schools in the region, these two private schools appear to be viable and plan to continue to operate in the City even with declining enrollments.

Other Schools

The Brooklyn Adult Training Center is a facility owned and operated by the Cuyahoga County Board of Mental Retardation and Developmental Disabilities. It is located at 10991 Memphis Avenue and opened in September, 1990. The facility provides resources and skill training to men and women with MR/DD in order to address vocational and social challenges. The Center is one of eight Adult Activities Center in Cuyahoga County and offers a wide range of programs and services including classes, outings and crafts, work skills training, and employment opportunities in a sheltered work environment. The Center has a staff of 60 and an enrollment of 265 as of April, 2005. While Brooklyn residents are served here, the majority of the facility's clients come from surrounding west-side communities.

LIBRARY

The Cuyahoga County Public Library system operates a branch in Brooklyn, one of 29 branch locations throughout the County. The library is located at 4480 Ridge Road and was opened in 1992 on land donated by the Brooklyn Board of Education. Brooklyn's first branch was built in 1957. The older library building, owned by the City of Brooklyn and located just north of the current branch, is currently used as a records archives and "cold" storage facility by the City.



Brooklyn Branch, Cuyahoga County Public Library

The Brooklyn library branch is approximately 11,351 square feet in size and located on a 1.21 acre site. There are approximately 18,000 registered patrons at the branch and an annual circulation of more than 516,800 in 2004. The library offers access to numerous materials including books, magazines, newspapers and journals, music, videotapes, DVD's and interactive multimedia. Personal computers and seven (7) internet terminals are available to patrons and have access to over 1200 databases through the library's research website, and also

the Internet. The Brooklyn branch also offers is a toy lending library, which is unique to any other library in the state.

The library offers a number of programs for all age groups: toddlers, teens, adults, parents and children. Seasonal and year-round programming is available and includes computer classes, summer reading games, career workshops, and arts & craft activities.

Beginning in 2005, the library hired a new branch Manager. Plans for the library include revising the floor plan and layout of the building, and improving the paging system. The new branch manager hopes to redesign the circulation department, and reconfigure and add computer stations. Other programmatic improvements include a reading program for parents and children under three years old and a Homework Center which will assist students in Grades K-6 and concentrate on reading and math skills. Improvements will be financed through the recent passing of a renewal five-year levy.

DRAFT

CHAPTER 1.6

PUBLIC INFRASTRUCTURE

Basic amenities such as roads, water distribution lines, sewer lines, and public transit services are key elements of the City's infrastructure.

The City's Service Director works with the C.W. Courtney Company who has been retained by Brooklyn to be its City Engineer. The C.W. Courtney Company oversees all aspects of the City's public infrastructure including streets, sidewalks, and sanitary and storm sewers, while the Service Director oversees public buildings and land. The Service Department also coordinates programs such as garbage collection, recycling and other City services like snow plowing and grass cutting programs.

This Chapter reviews the existing conditions of the City's public infrastructure and services. More detail on specific streets and other infrastructure are included in the discussion of the appropriate focus areas in Part 2.

CAPITAL IMPROVEMENT PLAN

The City typically prepares an annual Capital Improvement Plan (CIP). The last CIP was completed in Fall, 2003 and projected needs out over a five-year period. Because Brooklyn did not apply for Issue 2 funding in 2004, the City did not compile a CIP in 2004, although the two are independent of each other. The CIP is usually compiled by the Service Director and the City Engineer.

STREETS/ROADWAYS

The major streets within a community and the local streets in the neighborhoods generally set the tone for the feel and character of that community. The major street network in Brooklyn has been in place for over 50 years. These streets, including Brookpark, Biddulph, Memphis, Ridge and Tiedeman were built or expanded to maximize automobile circulation.

Based on the results of the Community Survey, a number of residents' frustrations are directly related to the condition of the major and local streets and sidewalks, and the amount and type of traffic on the major streets. Below is a summary of the condition of the streets. Traffic volumes at intersections are noted when available, but much of the data on traffic volumes is outdated: the most recent volumes date back to 2001, while most are from 1999 or earlier. See Appendix G for more details on historical traffic volumes for streets in Brooklyn.

In total, there are approximately 33 miles of roadways within Brooklyn, which have an average age of 41 years. Two interstate highway systems, I-480 and I-71, traverse the City east to west: Interstate 480 has two interchanges within Brooklyn – one at Tiedeman Road and another at Ridge Road; I-71 can be accessed at Denison Avenue or at Bellaire Road in nearby Cleveland.

Six streets in the City have four or more lanes of traffic (at least for a portion of the street) and function as major transportation routes for residents, commuters, employees and truck traffic. These streets are listed below:

Biddulph Road is primarily comprised of residential frontage with the exception of the commercial development at Biddulph Plaza and Ridge Road intersection and a few school and church facilities located at various intersections. The western end of the street has been widened to four lanes to accommodate the large number of vehicles that travel through the intersection at Tiedeman Road. In August 1999 the estimated average daily traffic (ADT) through the intersection was 26,921 vehicles.

Brookpark Road (State Route 17) is a major east-west regional state route connecting Brooklyn to many other Cleveland Suburbs. According to the Ohio Department of Transportation Traffic Survey Report for 2000 (the most recent available), the average daily traffic on Brookpark Road is 22,310 vehicles, of which 820 (3.7%) are trucks and other commercial vehicles. Brookpark Road serves as the City's southern boundary, and property on the south side of the street is located in the City of Parma. The intersection of Brookpark Road and Ridge Road recorded the largest number of vehicles traveling through the intersection, with an ADT of 60,477 vehicles (June 1999).

Clinton Road is a four lane street servicing the industrial establishments in the northern section of the City. It was upgraded in 1997 and with a 50-foot wide pavement can accommodate additional industrial development in this area.

Memphis Avenue is a major east-west travel route for residents traveling between parts of Cleveland, Brooklyn and Linndale. The City's civic center campus, including the Recreation Center, Senior/Community Center and City Hall, is located on Memphis Avenue. The Memphis Avenue/Ridge Road intersection averaged over 33,000 vehicles per day travel through it in August 1999.

Ridge Road is a major north-south route for commuters traveling to Parma and for shoppers at the two shopping centers. Ridge Road generally has residential frontage and older retail within the boundaries of the City, with the exception of the area between Biddulph Plaza and Brookpark Road where it is predominately retail. Ridge Park Square Shopping Center is located at the I-480 exit ramp. The intersection volume at the ramps was over 51,000 ADT as of June 2000.

Tiedeman Road is a four lane, 50-foot wide street that carries a significant amount of office and industrial employee traffic. In 1994, the Plain Dealer opened a \$200 million printing and distribution facility on the west side of Tiedeman Road at the I-480 off ramp. Beginning in 2000, restaurants and hotels have been constructed at Cascade Crossings off Tiedeman, just south of the I-480. Around the same time, truck distribution centers opened at the north end of Tiedeman on Memphis Avenue. In June of 2000, average daily traffic volumes through at the I-480 ramps/Tiedeman Road intersection was recorded to be over 46,000 vehicles.

The remaining 84 streets in the City have only two lanes of traffic and a median pavement width of 25 feet. The majority of these streets are local residential streets; the exception being Rodoan Road, which functions as a collector street between Biddulph Avenue and Memphis Avenue. In general, the average age of Brooklyn's local streets is 42.7 years. Most streets are

made of concrete, the most expensive but highest quality material. A concrete and asphalt combination is also commonly used in the City. As of 2005, Brooklyn has three brick streets.

The City conducts an annual survey in the springtime of all of roads in the City to assess their condition. Brooklyn is responsible for all local roadways and works with the Cuyahoga County Engineer and Ohio Department of Transportation (ODOT) for maintenance, repair, and reconstruction of the main arterial roadways. According to the 2004 survey, more than two-thirds (67.2%) of the streets are in “Good” to “Excellent” condition. The overall condition of the City’s roadways is noted in Table 1.

Table 1: Condition of Streets in Brooklyn

	Length	% of Total Length
Excellent condition	4.36 miles	13.1%
Good condition	17.95 miles	54.1%
Fair condition	10.49 miles	31.6%
Poor condition	0.38 miles	1.2%
Total	33.18 miles	100.0%

Source: C.W. Courtney Company

As part of the annual survey, local streets are identified and prioritized for pavement improvements. In 2003, repairs and improvements were conducted on the following streets when the City worked on the storm and sanitary sewers: West Boulevard, Woodhaven Avenue, Plainfield Avenue, and Southfield Avenue.

Ongoing street repairs include signalization, concrete repairs, asphalt overlays, and crack sealing projects. The City’s annual budget in recent years has been \$500,000 for street maintenance and repairs. Due to budget constraints however, the City’s 2005 budget has been reduced to approximately \$300,000. As a cost saving measure, the City has begun to do its own concrete repairs, which is less expensive than using an outside contractor.

Several local streets received repair and maintenance improvements in 2005. Brooklyn streets that were repaired with a concrete resurfacing included Delora (east of Pelham), Springwood Drive, Brookhigh Drive, Heather Lane, and a portion of West 66th Street. Other local streets received joint and crack sealing maintenance including West 62nd Street, Williamston Avenue, Saybrook Drive, Pelham Drive, Summer Lane (north of Biddulph), and Radoan from Memphis to Biddulph. Also, several streets that were asphalted in 2004 were rejuvenated with a reclamite sealant.

Planned improvements for non-local roads include Tiedeman and Ridge Roads. There are ongoing talks between the City and the County Engineer’s Office about an interim project at Ridge Road and a resurfacing project on Tiedeman Road.

Since 2001, numerous major capital roadway projects have been undertaken in the City. Biddulph Road was completely reconstructed from Tiedeman to Ridge Road in 2001. In 2002, the first phase of the Ridge Road resurfacing (from I-480 to Memphis Ave) was completed. The second and third phases of the Ridge Road resurfacing project will extend from I-71 to Denison Avenue.

In 2002, the City retained HNTB Traffic Engineers to conduct the Ridge Road Operational Study in order to identify traffic management solutions to improve traffic flow mobility, safety and

efficiency between Brookpark Road and Memphis Avenue. At that point, Ridge Road was categorized as an urban principal arterial that intersected 18 public roadways within the study area. There were 9 signalized intersections located at either public sidestreets or commercial developments, and numerous dwellings and commercial businesses that had direct driveway access onto the street. Table 2 highlights the existing conditions of Ridge Road in the study area.

Table 2: Ridge Road Existing Conditions, 2002

	# of Lanes	Width of Lanes
Between Brookpark and I-480	7 lanes	12 feet
Between I-480 and Northcliffe Ave	6 lanes	10 feet to 11 feet
North of Northcliffe Ave	5 lanes with center lane for left turns; exclusive left turn lanes at major intersections	Through-traffic lanes = 12 feet Left turn lanes = 10 feet

Source: Ridge Road Operational Study 2002 HNTB

The level of service was calculated for each signalized intersection along Ridge Road. Level of service is a quality measure used to generally describe the speed and travel time through the intersection. Levels are graded A through F where A describes ideal hindrance free traffic operations while level F is characterized by heavy congestion and long delays. In an urban setting like Ridge Road at I-480 it was noted that a level D characterized by an average travel speed of 9 to 13 miles per hour or better were acceptable. The HNTB study indicated that in 2002, specific sections of Ridge Road were operating poorly at a Level “E”

Table 3: Existing (2002) Intersection Levels of Service along Ridge Road

	Level of Service		
	AM Peak Hour	AM Peak Hour	AM Peak Hour
Brookpark Road	D	D	--
I-480 Eastbound Ramps	E	D	--
I-480 Westbound Ramps	E	E	--
Northcliffe Ave	D	E	E
Ridge Park Square Drive	B	B	B
Biddulph Road	C	D	--
Memphis Avenue	C	C	--

Source: Ridge Road Operational Study 2002 HNTB

The study provided the City with a series of recommendations categorized as Short-Term (< one year) Mid-Term (1 to 5 years), Long-Term (> five years) and Ongoing. A number of the recommendations have been implemented, including: Brooklyn assuming the maintenance responsibility for all of the Ridge Rd signals between Brookpark Rd and Memphis Ave to ensure system compatibility and uniform operation and maintenance of traffic signals; optimizing the signal timing, offsets and phase splits at each intersection; providing properly timed pedestrian intervals at each intersection to improve safety; and restriping the roadway in various locations.

SIDEWALKS

Improvements to Brooklyn's sidewalks are typically done when local and main streets are repaired or reconstructed. The condition of the public sidewalks varies throughout the community and closely mirrors the qualitative rating given collectively to the streets (see above). No outstanding needs were cited by either the Service Director or Engineer. Community Survey findings suggest that respondents in the Ridge Park/Biddulph, Fairway/Brook, and Westbrook/Dawncliff neighborhoods cited the need for sidewalk repair and maintenance.

PUBLIC TRANSPORTATION

The Greater Cleveland Regional Transportation Authority (GCRTA) operates bus and transit service for the region. Brooklyn benefits from multiple bus lines that service the community. Four routes run through the City and travel to destinations such as Biddulph Plaza and Ridge Park Square, and employment centers such as the Plain Dealer and Keybank Operations Center in Brooklyn. These routes are shown on Figure 1 and include:

Route 23 – Clarke-Ridge

Route 45 – Ridge

Route 50 – East 116th - Harvard - West 117th

Route 79B– Fulton

Service varies for each route and is more limited during weekends and holidays. City-wide, there are 93 bus stops according to EcoCity Cleveland's Transit Waiting Environments Handbook. The Handbook inventoried the bus stops to record the types of amenities provided at each stop. Approximately 50 of these stops are basic bus pick-up and drop-off areas, 15 are bus stops with seating (but no shelter), 23 are bus stops with a shelter (and may have seating), and 4 are community destination bus stops which are more elaborate settings with additional amenities.

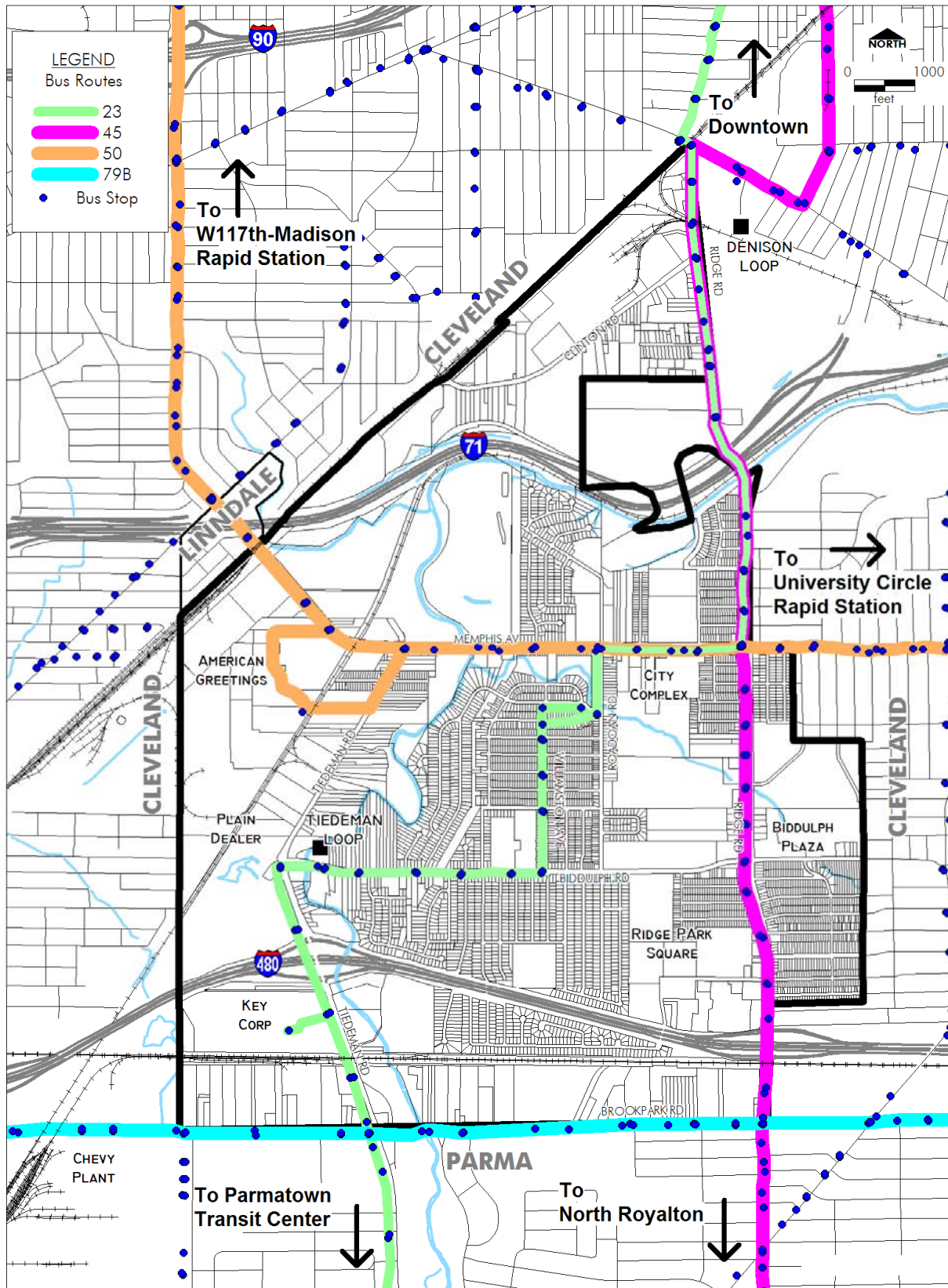
Other nearby GCRTA amenities include the Parma Transit Center, located in Parma at 8555 Day Drive between Ames and Ridge Roads, and the Brookpark (Ashby) Rapid Transit Station at 18010 Brookpark Road in nearby Brook Park.

LANDFILL

The City of Brooklyn operates its own landfill, the only operating municipal landfill in Cuyahoga County. The landfill is considered to be one of Brooklyn's biggest assets because it supports 13 full-time positions and saves the City in garbage collection fees. According to the 2004 Annual Report that URS Corp. prepares for U.S EPA on Brooklyn's landfill, and based on the average amount of garbage tonnage delivered annually the municipal landfill has a life expectancy of 34 more years.

The Ohio Environmental Protection Agency monitors the site and requires Brooklyn to abide by certain rules and regulations. The City must contribute to a financial assurance fund and make annual payments for sanitary landfill improvements for such things as leachate pumping, groundwater monitoring and engineering work.

Figure 1: Bus Routes



There are no long-term plans for the landfill. Because the life of the landfill is projected out more than 30 years and EPA regulations severely limit future possible land uses, the City has not actively entertained plans for its municipal landfill. In other communities across the country, cities have converted their landfills into viable open space and passive recreation. Yet it was due to planning foresight that enabled these communities to convert their landfills into public assets after landfill operations ceased.

Recycling

Brooklyn has a strong and active recycling program and encourages recycling from its residents in an effort to prolong the life of its municipal landfill. According to the Cuyahoga County Solid Waste District, 1,393 tons of recycling material were collected in 2003, which translates into a recycling rate of 25%. This was a 2.4% increase in the amount of materials recycled in 2002.

The City collects numerous items including aluminum, steel, plastic, newspapers, cardboard, junk mail (glossy), phone books, paper and glass. Recycling is picked up as part of the City's weekly garbage collection and brought to a Waste Management facility in Oakwood where it can be sorted. While Brooklyn pays a fee for dropping off its recycling, the fee is offset by the savings it generates from operating its own landfill. The City also earns a nominal amount of money on certain recycling items, such as aluminum cans.

Recently, changes to the Recycling Department resulted in a staff reduction from two crews of six employees to one crew of three (3) full-time employees. In 2003, Brooklyn purchased a new truck which assists in the collection of recycling materials by allowing items to be commingled.

WATER LINES

The City of Cleveland Division of Water supplies Brooklyn with treated water. The filtration plant closest to Brooklyn is the Morgan Filtration Plant located at West 45th Street and Detroit Road. There are approximately 174,725 linear feet (33.1 miles) of water mains (lines) in the City.

Brooklyn owns the water mains that distribute water from the Cleveland Division of Water's trunk lines to the service connections, which are privately-owned. The City has a service agreement with Cleveland's Division of Water where Brooklyn is responsible for any improvements and replacements to the distribution mains, unless the repair is less than one pipe length or occurs on private property.

The average age of the City's water mains is 60.1 years. In contrast to the condition of the street pavement, only about 1/3 of the water lines are in "Good" to "Excellent" condition, see Table 4. Almost one fourth (22.8%) are rated as being in "Poor" condition. Most of the water lines rated as "Poor" were built in the mid to late 1920's. While the system is deemed adequate, improvements are usually conducted when a road receives attention or when an independent incident calls for corrective action.

Table 4: Condition of Water Mains in Brooklyn

	Length	% of Total Length
Excellent condition	3.32 miles	10.03%
Good condition	8.96 miles	27.08%
Fair condition	13.26 miles	40.07%
Poor condition	7.55 miles	22.82%
Total	33.09 miles	100.00%
Source: C.W. Courtney Company		

SANITARY SEWERS

Brooklyn has more than 147,900 feet or 28 miles of sanitary sewers. According to the City Engineer, the average age of the sanitary sewers is 42.8 years.

More than 60% of the sanitary sewer lines were assessed to be in “Good” to “Excellent” condition. Only a small percentage is considered to be in “Poor” condition.

Table 5: Condition of Sanitary Sewers in Brooklyn

	Length	% of Total Length
Excellent condition	6.02 miles	21.48%
Good condition	11.16 miles	39.83%
Fair condition	8.68 miles	30.98%
Poor condition	2.16 miles	7.71%
Total	28.02 miles	100.00%

Source: C.W. Courtney Company

Ridge Road received storm and sanitary sewer improvements in 2002 and 2003 for a total cost of \$286,600. Memphis Villas Boulevard (south) received storm outfall improvements in 2002

STORM SEWERS

There are approximately 106,340 feet or 20.1 miles of storm sewers in the City of Brooklyn. The average age is 47.3 years. More than half of the City’s storm sewers are rated as “Good”.

Nearly 65% of the storm sewers in the City were assessed to be in “Good” to “Excellent” condition. Only a small percentage (less than 8%) is considered to be in “Poor” condition.

Table 6: Condition of Storm Sewers in Brooklyn

	Length	% of Total Length
Excellent condition	1.73 miles	8.59%
Good condition	11.25 miles	55.86%
Fair condition	5.57 miles	27.66%
Poor condition	1.59 miles	7.89%
Total	20.14 miles	100.00%

Source: C.W. Courtney Company

In 2005, a Stickney Creek stormwater management project is slated for a cost of \$1.1 million.

RAILROADS

Multiple railroad tracks are located within the City. Two different railroad companies operate and oversee these rail lines: Norfolk Southern and CSX Corporation. The rail line that is located at the City’s northern border is known as the Cloggsville Line. This line is a double track line that moves in an east-west direction. Approximately seven (7) through freight trains per day run along these tracks and the line services a local customer in the Clinton Road corridor. While train volume is subject to change at any given time, traffic has been fairly steady in the past five years. No changes or improvements are anticipated.

CSX operates a Shortline that travels through the City of Brooklyn.

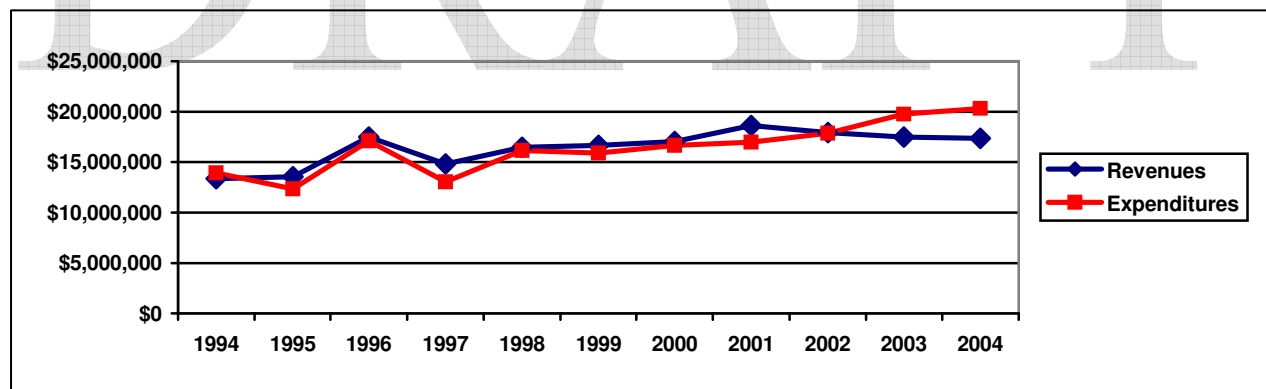
CHAPTER 1.7

FINANCIAL ASSESSMENT

A community's fiscal situation is a significant determinant of its ability to provide quality levels of public services and maintain its public infrastructure. As well, it is important to consider the fiscal impacts of potential development options when evaluating future land use decisions. A review of the City's revenue sources, expenditures by category and historical trends – in combination with other derived indicators – reveals both strengths and weaknesses within Brooklyn's financial situation. This chapter examines Brooklyn's financial profile in terms of revenues and expenditures as well as property tax data and related information. Review of the City's operations on a regular basis is necessary to ensure that projected expenses do not exceed revenues.

As Figure 1 shows, Brooklyn's revenues and expenditures have varied over the past eleven years¹. In general, the City has maintained a balance of revenues over expenditures. In eight of the past 11 years, revenues were higher than municipal expenses. However, in recent years (2004 and 2003) and in 1994 expenditures exceeded revenues. Since 2001, total revenues have trended downwards, while total expenditures have been trending upwards. Total municipal expenditures reached their highest levels in recent years: \$20,311,015 in 2004. There are several reasons why expenditures outpaced revenues: higher costs for materials, equipment, resources and manpower, and less governmental assistance funding.

Figure 1: Municipal Revenues and Expenses, 1994-2004



Source: City of Brooklyn Comprehensive Annual Financial Report, 2004.

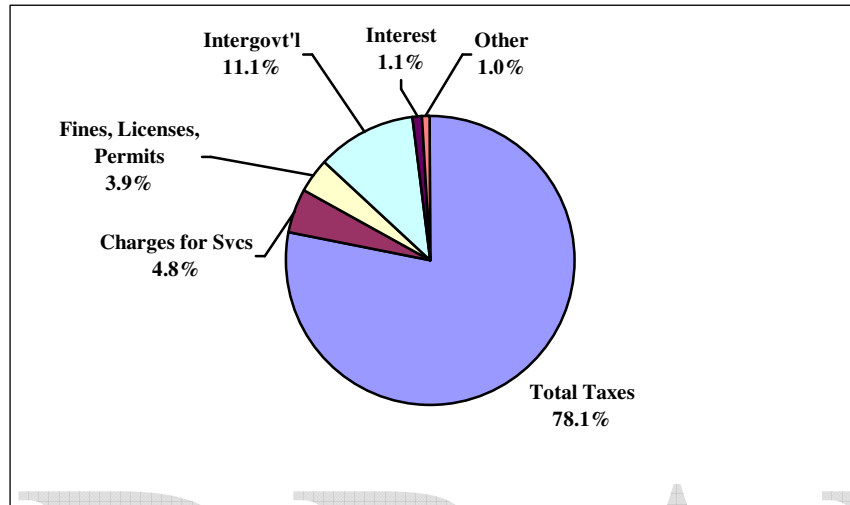
REVENUES

Brooklyn draws upon numerous sources for municipal revenue as indicated in Figure 2, which shows the City's various revenue sources in 2004. In 2004, the City collected more than \$17.3 million in revenue and by far the largest revenue source was **Taxes**. This category includes both municipal income taxes (which are paid by all persons employed by businesses located in

¹ The City utilizes two accounting methods: full accrual and modified accrual. The data provided in this chapter are from the modified accrual accounting method which permits a trend analysis over time.

Brooklyn, and by some residents employed outside the City) and property taxes paid by private property owners. Combined, municipal income taxes and real estate taxes contributed close to 78% of all the City's revenue and totaled approximately \$13,546,500.

Figure 2: Municipal Revenues from all Funding Sources, 2004



As noted above, tax collections have historically been the City's largest revenue source and recently, have averaged more than 70% of total revenues, up from 1996 when municipal tax collections totaled 63%.

Of the two tax revenue sources, municipal income taxes comprise about 85%-90% of the total while property tax revenues

comprise the balance. Income taxes are typically the largest revenue source for cities, yet they are "elastic" and can be greatly impacted by fluctuating economic conditions.

Among the other municipal revenue sources, *Intergovernmental* sources comprised roughly 11% (\$1.9 million) of the City's total revenues in 2004. State and federal funding and grants were the largest source of Brooklyn's intergovernmental revenues. *Charges for Services* contributed 4.8% and *Fines, Licenses, and Permits* contributed 3.9% to the City's revenues. Some of the main sources of these revenues included court fines, building permit fees, and fees to use the municipal ice rink and swimming pool. *Interest* and a combination of several *Other sources* each contributed approximately 1% towards Brooklyn's municipal revenue in 2004, the latest year available.

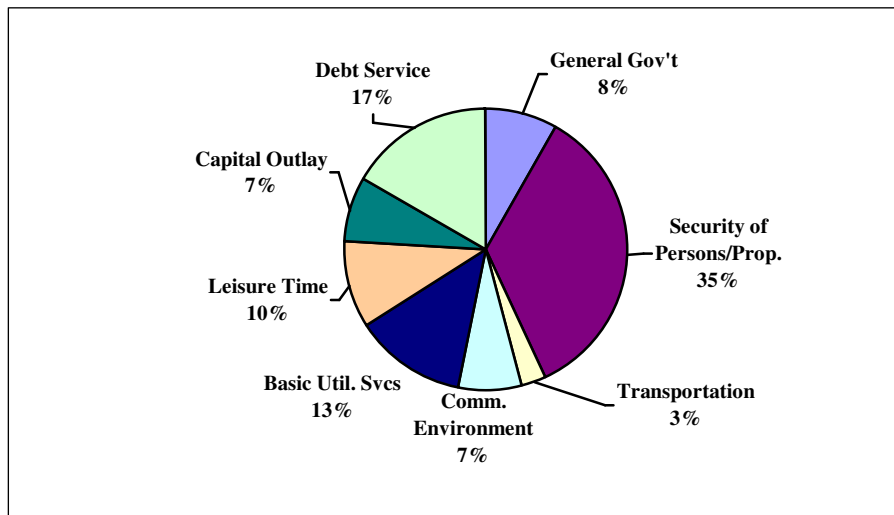
EXPENDITURES

Brooklyn's operating expenses in 2004 totaled more than \$20.3 million. The largest municipal expenditure was for the *Security of Persons and Property*. As shown in Figure 3, this category accounted for approximately 35% of all Brooklyn's expenses, a total of \$7,051,268. Security of Persons and Property has historically been the largest single expense in Brooklyn, consistently approximating about one-third of municipal expenses since 1994. Police and fire protection services constitute the bulk of this governmental cost to the City but also include the D.A.R.E. program, equipment, and a portion of police and firemen pension costs.

Debt Service accounts for the second largest municipal expense in Brooklyn. In 2004, debt service expenditures totaled \$3,377,551 and included bonds and short- and long-term notes as recognized by GASB 34, a new financial reporting requirement from the Governmental Accounting Standards Board for state and local governments. In previous years, only short-term debt was recognized by the City as part of debt service. Beginning in 2003, all of Brooklyn's general obligation bonds, special assessment bonds, notes, and outstanding loans were included as debt service. Brooklyn's debt service has actually remained constant in previous years,

though the GASB 34 requirement makes historical comparisons difficult. In general, Brooklyn has a low debt ratio (2.10% in 2004) and has historically operated under debt capacity.

Figure 3: Municipal Expenditures, 2004



In 2004, **Basic Utility Services** accounted for approximately 13% of Brooklyn's total expenditures. Brooklyn offers and maintains excellent municipal services including basic utility services such as snow removal, trash collection and recycling. In 2003, Brooklyn purchased a new recycling truck for

\$110,000 and decreased the number of crew members in an effort to reduce future trash collection expenses.

Leisure Time Activities were the fourth largest municipal program cost from all funding sources in 2004. This expense totaled roughly \$2,023,864 and accounted for 10% of Brooklyn's annual expenditures. Expenditures for leisure time activities have remained fairly constant over the past ten years and include expenses for maintaining the City's recreation facilities including the ice rink, swimming pool and numerous outdoor parks as well as recreation programming.

General Government expenses accounted for approximately 8% of the City's municipal expenses in 2004. Costs in this category totaled \$1,713,115 and included costs for buildings, land, and utilities associated with City Hall and its administrative offices. **Community Environment** and **Capital Outlay** expenditures each accounted for roughly 7% of Brooklyn's municipal expenses in 2004. Costs associated with Brooklyn's municipal landfill are responsible for the largest proportion of Community Environment expenses while capital improvements are the biggest source of capital outlay expenditures.

GENERAL FUND

Communities are encouraged to maintain an unreserved fund balance in their general fund. The typical size of these unreserved funds ranges between five and fifteen percent of regular general fund operation revenues. At the end of 2004, the City of Brooklyn had an unreserved General Fund balance of \$2,563,050 and an additional reserved fund balance of \$2,867,371 for the Landfill Closure and Post Closure Trust as required by the U.S. EPA. The City's \$2.5 million balance represents cash that is readily available in case of a fiscal emergency. This 2004 total translates into 19.8% of the City's actual general fund revenues and is considered "adequate" by the Government Finance Officers Association (GFOA) in order to mitigate current and future risks and to ensure stable tax rates.

IMPACT OF LAND USES ON TAX REVENUES AND CITY EXPENDITURES

With Brooklyn's primary funding source being tax revenue, the amount of revenue collected through municipal income taxes and real property taxes is directly tied to the types of land uses found in the City. This section will explore the relationship of the existing and potential land uses to the City's finances.

Municipal Income Taxes are typically municipalities' primary funding source. Municipal income taxes are imposed on wages, salaries and other compensation earned by residents of the municipality and by nonresidents working in the municipality. All wages earned at establishments located in Brooklyn are subject to the City's income tax. Brooklyn's income tax rate of 2% is competitive with other similar communities of its size and population. According to a recent report by the Ohio Department of Taxation documenting municipal tax rates in 2003, one half of all municipalities in Cuyahoga County have a 2% income tax rate; four communities have a higher rate; 13 have a rate of 1.5%; six have a rate of 1% and two have a rate of 1.75%.

Table 1: Estimated Number of Employees and Employed Residents in Brooklyn

	Residents	Non-Residents
Total Employed Brooklyn Residents	5,245 (100%)	
Persons Employed in Brooklyn	855 (16%)	8,492
Residents who work in Cuyahoga County –but not in Brooklyn	4,121 (79%)	
Residents who work outside Cuyahoga County	269 (5%)	

Source: U.S. Bureau of the Census, Census 2000 Summary File 3, and 2002 Economic Census.

Similar to most municipalities, Brooklyn offers a tax credit for residents who work in another city. Brooklyn currently provides a 100% tax credit up to 2% to those residents that work outside of Brooklyn. As indicated in Table 1, only 16% of Brooklyn residents who are employed actually work in the City and pay the entire 2% income tax to the city of Brooklyn. Everyone else commutes to jobs in another community: 79% work in another community in Cuyahoga

County and likely pay little or nothing in income taxes to the City of Brooklyn since most communities in the county have at least a 2% income tax rate.

Real Estate Taxes, the official term for "property taxes", are based on three elements: 1) the determination of market value made by the County Auditor; 2) the percentage at which the market value is assessed (as determined by state law); and 3) the property tax rate determined by the municipality and its voters.

The county auditor has the responsibility of appraising all taxable real property once every six years to determine property values. Every third year after each reappraisal another form of reappraisal, called an update, is conducted. Property tax bills are calculated on the assessed value of property, which according to the Ohio Revised Code equals 35 percent of the auditor's appraised value. Therefore, a home with an appraised value of \$100,000 will be taxed on a value of \$35,000.

At this time, property taxes are collected on both Real Property and Tangible Personal Property in the state of Ohio.

- Real property tax is a tax levied on land and buildings located within the taxing district. Private individuals, businesses and public utilities that own land and buildings pay this tax to the county and then the county redistributes the tax to the appropriate taxing jurisdiction.
- Tangible personal property tax is a tax levied on furniture, fixtures, machinery, equipment and inventory owned by business.

Table 2 examines the 2004 appraised property valuations for Brooklyn and several comparison communities. Compared to these other communities, Brooklyn ranks fifth in terms of its total property valuation, and has a higher valuation than Brooklyn Heights, Bedford, Seven Hills, and Parma Heights. In total, the value of real property and tangible personal property in Brooklyn equaled more than \$386 million in 2004.

Brooklyn has a relatively balanced composition of property values. In terms of total property value, Brooklyn's residential property valuations comprised about 38% in 2004, while commercial/industrial/public utilities property valuations accounted for 32.5% of total valuations in the same year. Compared to Brooklyn, the comparison communities of Seven Hills, South Euclid, and Fairview Park have considerably higher percentages of residential property valuations, and lower percentages of nonresidential land valuations. In general, municipalities that maintain equilibrium of land uses are better able to distribute the tax burden to cover the cost of providing community services to both residents and businesses.

Table 2: Property Valuations (in 000s), ranked by Amount of Total Valuation, 2004

COMMUNITY	REAL PROPERTY				Tangible Personal Property ²		TOTAL
	Agricultural/ Residential		Commercial/ Industrial/ Public Utility				
Brook Park	\$289,201.1	49.9%	\$151,477.0	26.1%	\$138,993.7	24.0%	\$579,671.9
South Euclid	\$357,605.7	83.5%	\$48,322.9	11.3%	\$22,091.9	5.2%	\$428,020.5
Maple Heights	\$289,061.6	68.1%	\$83,612.7	19.7%	\$51,609.3	12.2%	\$424,283.6
Fairview Park	\$312,162.0	79.0%	\$69,401.1	17.6%	\$13,490.1	3.4%	\$395,053.2
Brooklyn	\$147,931.9	38.3%	\$152,600.3	32.5%	\$85,954.7	22.2%	\$386,486.8
Parma Heights	\$263,791.4	72.4%	\$82,349.7	22.6%	\$17,993.6	4.9%	\$364,134.8
Seven Hills	\$299,955.0	90.6%	\$24,435.2	7.4%	\$6,703.7	2.0%	\$331,093.9
Bedford	\$152,594.3	52.3%	\$87,156.3	29.9%	\$52,004.3	17.8%	\$291,754.9
Brooklyn Heights	\$30,903.2	30.2%	\$47,795.3	46.7%	\$23,683.4	23.1%	\$102,381.8

Source: Cuyahoga County Auditor's Office, 2005.

The state of Ohio recently completed a series of regulatory reforms and overhauled its tax structure, which lowered and even eliminated certain taxes for businesses in Ohio. Beginning in

² Estimated 2005 Tangible Personal Property.

mid-2005, the tax levied on all classes of tangible personal property is being phased out until it is completely eliminated by January 1, 2008. This tax is being replaced with a new broad-based, low-rate tax named the Commercial Activity Tax (CAT) which affects both manufacturing-based and service-based businesses. The CAT is a business privilege/consumption tax on the gross proceeds generated by sales to Ohio-based companies. All sales to individuals, or firms located outside of Ohio are exempt from the new tax.

Effective July 1, 2005, the state also made changes to real property taxes by eliminating the 10% rollback on all property intended for use primarily in business. This will result in an increase in the amount of real estate taxes collected from nonresidential uses.

As stated earlier, property taxes are based on both the value of property and the tax rate. Table 3 examines the 2004 property tax rates for each of the taxing districts³ of the comparison communities and Brooklyn. The communities are ranked in descending order of their full property tax rate in 2004. The “full” tax rate is the total rate approved by the voters for support of the school district, municipal, county, library and metro park systems. In general, Brooklyn has one of the lowest “full” property tax rates (69.10 mills⁴) of Cuyahoga County’s 81 total taxing districts. Brooklyn ranks fifth lowest in the County and is the second lowest among the comparison communities.

Table 3: Property Tax Rates, 2004

Taxing Jurisdiction	Full Tax Rate (in mills)	Residential/ Agricultural		Commercial/ Industrial	
		Effective Rate (in mills)	Tax as % of Market Value	Effective Rate (in mills)	Tax as % of Market Value
South Euclid (Clev Hts/University Hts SD)	168.70	91.98	2.82%	106.01	3.34%
South Euclid	125.00	73.27	2.24%	77.07	2.43%
Fairview Park	120.50	75.85	2.32%	82.03	2.58%
Fairview Park (Rocky River SD)	108.20	64.94	1.99%	79.40	2.50%
Fairview Park (Berea SD)	104.30	67.74	1.98%	73.29	2.31%
Bedford	100.50	63.95	1.96%	75.90	2.39%
Maple Heights	99.30	70.08	2.15%	76.87	2.42%
Brook Park	97.30	57.89	1.77%	66.33	2.09%
Brook Park (Cleveland SD)	94.70	57.13	1.75%	76.32	2.40%
Parma Heights	89.90	62.94	1.93%	66.70	2.10%
Seven Hills	87.60	60.43	1.85%	64.40	2.03%
Brooklyn	69.10	52.19	1.60%	53.87	1.70%
Brooklyn Heights	55.50	48.01	1.47%	50.09	1.58%

SD = School District

Source: Cuyahoga County Treasurer’s Office, 2005.

³ The taxing jurisdictions of municipalities do not always correspond to the taxing jurisdictions of the local school districts. Table 3 includes all combinations of municipal and school jurisdictions for the comparison communities.

⁴ Local property tax rates are always computed in mills. One mill costs the property owner \$1.00 for every \$1,000 of assessed valuation each year.

Table 3 also indicates the effective tax rate for Brooklyn and the comparison communities. The “effective” tax rate is the actual rate applied to property after the tax reduction factor is applied. Property owners are protected from unvoted increases in taxes by Ohio legislation known as House Bill 920. Passed in 1976, HB 920 reduces the tax rate as property values in the City increase during the triennial reappraisals and updates.

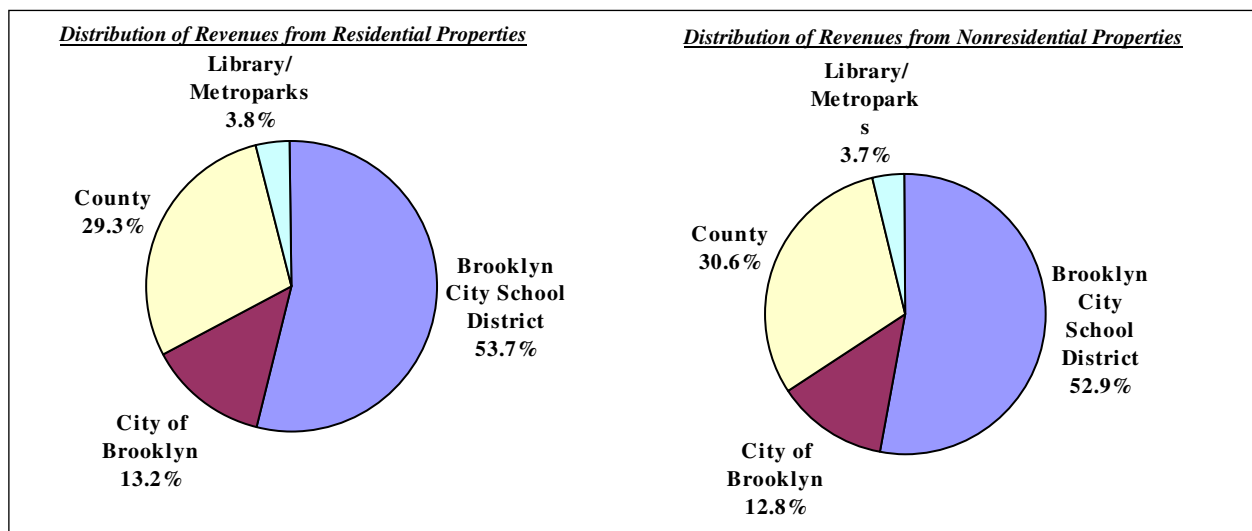
In terms of its effective tax rates on residential/agricultural and commercial/industrial properties, Brooklyn retains one of the lowest in the County and among the comparison communities. In 2004, Brooklyn’s residential/agricultural effective tax rate was 52.19 mills and its commercial/industrial/public utility tax rate was 53.87 mills. Among the comparison communities, the South Euclid (Cleveland Heights/University Heights Schools) taxing district has both the highest full and effective tax rates. Only Brooklyn Heights maintains a lower property tax rate over Brooklyn in terms of the comparison communities.

A community’s property tax rates can also be viewed as a percentage of a property’s market value. Expressing the tax rate as a percentage of property value provides property owners with an easy method of estimating property taxes. Table 3 provides this information for each of the communities examined.

While the county has the responsibility of collecting property taxes, once collected, revenue is then distributed to the various taxing jurisdictions according to the total millage levied by each. As shown in Figure 4, the distribution is different for taxes collected from residential properties compared to nonresidential (commercial, industrial and public utility) properties.

As each pie chart illustrates, real estate taxes are an important source of financing for the public schools. The Brooklyn City School District receives the largest percentage of property tax revenues: in 2004, 53.7% of all residential property taxes and 52.9% of all commercial, industrial and public utility property taxes. In this case, residential properties contribute a higher percentage of tax than commercial and industrial properties but the difference is less than 1%.

Figure 4: Brooklyn’s Real Estate Tax Revenue Distribution, 2004



The second largest percentage of property tax revenues (approximately one-third) are distributed to Cuyahoga County. In 2004, the County received 29.3% of the residential and 30.6% of the nonresidential property taxes collected from Brooklyn property owners.

The local community also receives a portion of tax dollars generated from property taxes. In 2004, Brooklyn received 13.2% of the residential property taxes and 12.8% of the nonresidential property tax revenue. In terms of property tax rates, Brooklyn's City Charter outlines the limit which Council may levy property taxes without a vote of the residents. Brooklyn's current charter millage is 5.75 mills and is earmarked for payments for debt service, police and firefighter pensions, and municipal operating expenses. The total property tax rate that may be levied by City Council without a vote of the people for all City purposes is 12 mills.

The County Library system and the Cleveland Metroparks also benefit from real estate taxes. In 2004, property tax revenues distributed to these two entities ranged from 3.7% - 3.8% from both residential and non-residential properties.

Development Considerations. In Chapter 1.3, Land Use and Zoning, it was noted that the City has very little undeveloped land left in the community. When faced with land use decisions related to development and redevelopment, the fiscal impacts of potential development should be considered.

Since property values impact the amount of property taxes collected, this section examines the typical market values of different types of new construction and the amount of property taxes generated from each. This exercise looks at two different types of new residential construction as well as typical new retail, office and industrial development, see Table 4. The first type of residential construction assumes houses on lots averaging 60 feet wide and 120 feet deep (similar to those constructed on Elizabeth Lane during the mid 1990s). This type of construction results in a density of about 4.4 houses per acre. The second type of residential development is more similar to the new houses recently constructed along Pepper Ridge Drive. This includes houses on lots averaging 90 feet wide at a density of about 1.75 houses per acre.

Table 4: Potential Real Estate Tax Revenues Generated From New Construction, Per Acre

(market value per unit ⁵)	Market Value per acre ⁶	Potential Real Property Taxes Generated			
		Total	City	School	Other (County, Library & Metroparks)
From Single-Family Houses					
			13.20%	53.70%	33.10%
At 4.4 units per acre: (\$180,000)	\$792,000	\$14,467	\$1,910	\$7,769	\$4,789
At 1.75 units per acre: (\$250,000)	\$437,500	\$7,992	\$1,055	\$4,291	\$2,645
From Nonresidential Uses					
			12.80%	52.90%	34.30%
Retail Use:	\$800,000	\$15,084	\$1,931	\$7,979	\$5,174
Office:	\$1,200,000	\$22,625	\$2,896	\$11,969	\$7,761
Industrial:	\$360,000	\$6,788	\$869	\$3,591	\$2,328

⁵ Estimated values of new construction based on houses constructed in Brooklyn over the last 10 years.

⁶ Estimated values of new nonresidential construction based on research conducted by the Cuyahoga County Planning Co.

Based on this analysis, retail and office development typically generate the highest amount of real estate taxes when viewed on a per acre basis. However, when combined with the estimated amount of revenue generated from income taxes – as noted in Table 5, the total contribution made by nonresidential land uses is five to six times the amount generated by residential land uses. This analysis underscores the importance of maintaining a balance of residential and nonresidential land uses in the City.

Table 5: Estimated Tax Revenues Collected by Land Use, 2004

	Estimated Real Property Taxes Collected ⁽⁷⁾		Estimated Sources of Income Tax Collected ⁽⁸⁾			Total Real Property Taxes and Income Taxes Collected	
Residential Land Uses	\$356,700	49.2%	From <u>residents</u> who paid City Income Tax	12%	\$1,345,011	\$1,701,711	14%
Commercial/Industrial/Other Land Uses	\$368,300	50.8%	From all others employed in jobs in Brooklyn	88%	\$9,863,411	\$10,231,711	86%
Total	\$725,000	100%		100%	\$11,208,422	\$11,933,422	100%
⁽⁷⁾ Based on valuations from Table 2; Does not include taxes paid on tangible personal property value, which will cease to be collected in 2008. ⁽⁸⁾ Sources of income tax is <u>estimated</u> based on the 2002 Economic Census, which indicated there were 9,347 people employed by establishments in Brooklyn, and the 2000 US Census of Population, which indicated that 5,245 Brooklyn residents were employed, 855 of whom work in Brooklyn and pay income tax, while the remainder work in other communities and receive 100% credit (up to 2%) for Municipal income taxes paid to the community in which they work.							

Maintaining Property Values is a key factor in ensuring that the City's finances remain adequate to fund the services desired by residents and businesses. While emphasis has historically been given to maintaining and enhancing nonresidential real property, it is also important to uphold residential property values. According to the Cuyahoga County Auditor, the following types of improvements can increase the assessed value of residential property, which in turn reduces the need to increase the amount of tax millage.

- Build new or enlarge garage
- Add additional living area
- Install additional bathroom or toilet
- Add new porch
- Install stall shower
- Install indoor fireplace
- Finish attic, second floor or bedroom with paneling, plaster or plasterboard

CONCLUSIONS

- Brooklyn is relatively well-positioned to weather difficult economic conditions now and in the near future. The City has proactively maintained its financial health but has been challenged in a number of ways. The year 2004 brought about additional expenses such as increased health care and workers compensation costs, the addition of an extra pay day, and a modest pay raise for municipal employees. Financial condition refers to a government's ability to 1.) maintain existing service levels, 2.) withstand local and regional economic disruptions, and 3.) meet the demands of natural growth (aging population), decline, and change.
- Commercial and industrial properties typically have higher property values per acre and pay higher tax rates and thus help fund the services provided by the County, and City government. In addition, nearly 53% of the real estate taxes paid by these nonresidential land uses goes to the public school district, subsidizing the school district to the benefit of residents.
- Employees at businesses and industries operating in Brooklyn contribute the bulk of municipal income tax revenues as compared to employed residents.
- A balance of land uses that generate property taxes (residential, commercial and industrial) provides the most stable tax revenue source.
- While various tax reform changes are expected to benefit the state of Ohio and spur economic development, cities such as Brooklyn may experience a drop in property tax revenue in coming years when these tax changes are fully implemented.
- According to Brooklyn's City Charter, up to six additional mills may be levied on the City's property tax rate for current operating expenses without a vote of the residents. City Council can authorize an increase in the City's millage if future conditions necessitate a change.
- Brooklyn maintains an appropriate annual unreserved fund balance in its General Fund. This unreserved balance is more than sufficient to handle fiscal emergencies.

CHAPTER 1.8

KEY ISSUES

This Chapter provides a summary of the key issues that were identified in a number of ways during the preparation of the Master Plan: 1) Each member of the Master Plan Advisory Committee, members of City Council and members of the city administration were individually interviewed at the start of the project to provide a beginning framework of issues to research; 2) The Master Plan Advisory Committee and other meeting attendees reviewed the findings of the existing conditions and trends summarized in Parts 1.1 through 1.7, and prioritized issues that arose from the meeting discussions; and 3) Issues were identified by residents on the Community Attitude Survey conducted in the Fall of 2004.

A complete summary of the survey results is contained in Appendix A and additional lists of issues identified throughout the planning process are included in Appendix H.

Based on responses to the Survey, (specifically question #4) the topics that are generally most important to address as a community include:

- Sense of safety and security
- Level of taxation
- Quality of city services
- Quality of the public school district
- Availability of local health care
- Quality of the houses/neighborhoods and the stability of home values

Though many of the respondents stated that they plan to remain in Brooklyn for the foreseeable future, 8.9% percent indicated they plan to move within the next five years and another 25.9% were unsure. When these respondents were asked to indicate the reason(s) why they were considering moving out of Brooklyn within the next five years, the most frequent responses (22.2%) had to do with a desire for a different housing environment – a different type of housing, a larger lot, or a community where the property appreciation rate was higher than in Brooklyn. Other reasons stated included the quality of the public schools (6%) and climate (4.7%).

Since it generally is accepted that one plan of action is to maintain and enhance the characteristics, services and features that are strengths and to correct problems and improve upon or eliminate the weaknesses, one question on the Survey asked participants to identify what they felt were the City's top strengths and weaknesses.

More responses were given for strengths and assets than weaknesses and needs. Of those strengths, more than half of all respondents cited City services (52%), and close to half cited safety including safety forces like police, fire and EMS (46%). About one-third of respondents cited the services and programs for seniors, recreation and open space, and shopping/restaurant convenience and variety as top strengths. Other factors considered strengths include location and transportation access (23%) and low/fair taxes (19%).

In general, there was less agreement on community weaknesses and needs. Of those factors that were viewed unfavorably by survey respondents, traffic was cited most often. More than one

third of respondents mentioned traffic congestion, traffic volume, and the need for better traffic management as a major weakness.

Table 1: City Strengths and Weaknesses

Strengths/Assets	% of 379 Surveys Returned	Weaknesses/Needs
City services including trash pickup	52%	
Safety, including safety forces, police, fire, EMS	46%	
	35%	Too much traffic congestion/ traffic volume, need better traffic management
Services/ programs for seniors, including the senior center	32%	
Recreation/ open space, including the recreation center, Memorial Park and the Metroparks	30%	
Shopping/ restaurants, including the convenience and variety of retail stores, restaurants, etc.	28%	
Location/ access, including easy access to I-480, downtown Cleveland, the airport, other communities	23%	
Low/fair taxes, including good tax base from nonresidential uses, low income tax and low property tax	19%	
Community facilities/ atmosphere, including friendly atmosphere, churches, library, home days, decent place to raise a family, small community, small town atmosphere	18%	
	15%	Government/administration – too many internal conflicts, finances, not enough code enforcement
	15%	Recreation and Cultural Arts – need more programs, more/better facilities
Schools	12%	Schools
Housing/ Good Neighborhoods, including home ownership, good neighbors, good neighborhood, property values, houses well maintained, quiet neighborhoods, etc	12%	
Appearance/ Cleanliness of City, including attractive, clean city, well-maintained city	11%	
Good government, including compliments to current mayor and council, fiscal management, town meetings, availability of public officials, city hall cares, etc.	10%	Lack of property maintenance, poor appearance of businesses, neighborhoods
	9%	Need more business/ industry, better jobs, more store selection, specific types of stores
	9%	Street conditions – streets and sidewalks need repair
	8%	Better safety, more police patrols
	7%	Lack of the right type of housing, lack of choice (not including housing for seniors)
Affordable Homes/Apartments	6%	Affordable housing for Seniors/Senior issues

CONCLUSIONS:

Based on the discussions with the Master Plan Advisory Committee, the top six issues to address include the following:

- Traffic volumes and traffic congestion; difficulty in moving about the city due to the influx of employees and shoppers coming to the City from other communities via I-480.
- Economic Development; including business retention, redevelopment needs, types of stores attracted to the City
- Housing Stock, including home property maintenance, existing housing stock (*e.g. low resale values/redevelopment potential*) variety of housing types available, housing vacancies, and amount and condition of rental properties.
- Brooklyn City Schools and their academic performance.
- Open Space/Recreation including the need to preserve open space.
- Community Character, including safety, condition of the public infrastructure such as roads, sewers, and preserving City's small town quality/feel.

Because strategies for economic development and enhancing community character can vary from location to location, areas where more detailed study and discussion was warranted were identified as focus areas as a means of further exploring policies for some of the above issues.

DRAFT

PART 2 OPTIONS AND ALTERNATIVES

2.1. FOCUS AREAS



"Good fortune is what happens when opportunity meets with planning."

~Thomas Alva Edison

DRAFT

CHAPTER 2.1

FOCUS AREAS

Certain nonresidential areas within the City of Brooklyn have the potential to be further developed or redeveloped in the future. In these areas there are options either with land use alternatives or the intensity of development and in some cases there is the opportunity to transform the nature or appearance of the area. Brooklyn's residential neighborhoods are viewed as a focus area as well, and have received a considerable amount of attention during the preparation of this Plan.

With the above in mind, various locations in Brooklyn have been identified by the Master Plan Advisory Committee (MPAC) members and City officials to be of special interest and worthy of additional study by the Cuyahoga County Planning Commission (CPC). This chapter includes a description of the selected "focus areas" (Figure 1), a discussion of conditions identified in each, a discussion of the positive and negative impacts to consider when determining final recommendations, and, where appropriate, an analysis of the feasible alternative development scenarios.

Some focus areas are area-specific while others are corridor-wide. Because Brooklyn is an urbanized, built-up community, many of the focus areas are considered prime for redevelopment. Field investigations documenting existing focus area conditions and subsequent research and analysis were primarily conducted during the Spring of 2005.

In some cases a Development Impact Analysis was conducted to aid in the committee's evaluation of various development scenarios. The calculations in the development impact analyses were prepared based on general planning standards. The associated assumptions remain consistent throughout each analysis, however, it is noted here that each development is unique and, once constructed, may not strictly follow "planning standards".

Quantitative assessments such as these development impact analyses provide insights into the positive and negative impacts and relationships among alternatives, yet at the same time, these findings should not serve as the only bases for decision-making. Other factors such as quality of life issues should also play a significant role in the decision-making process. For example, an alternative development scenario's likelihood to generate revenue for the City must be balanced against the community's desire to preserve its unique character and close-knit neighborhoods.

Figure 1 shows the geographic location of each of the focus areas city-wide. Each of the nonresidential focus areas is located along a major street and most span the entire length of the corridor. In terms of size, Focus Area 4, Tiedeman Road is the largest in land area. Six primary gateways are also depicted on Figure 1 and represent important entryways into the community. Secondary gateways are found on both sides of the I-480 access points. These secondary gateways also contribute to the impression that a visitor or resident forms of Brooklyn.

FOCUS AREA 1: CLINTON ROAD

The Plan envisions a robust industrial corridor along Clinton Road. While this area is still industrial-based, a rise in vacancies over the years has prompted this corridor to be a focus area. The corridor's northern location adequately buffers the industrial activities of local businesses from residential areas in Brooklyn, but presents challenges to the area's marketability. Because Clinton Road does not have direct highway access immediately adjacent to it, heavy truck traffic must travel through the community to reach this industrial area.

Location/Description

Located in the northernmost section of the City, this focus area encompasses the entire Clinton Road corridor as well as properties located on Associate Avenue. The focus area is home to a number of industrial properties ranging from less than one acre to more than 53 acres in size. It excludes the cemeteries which are sandwiched between the industrial uses and Interstate-71.

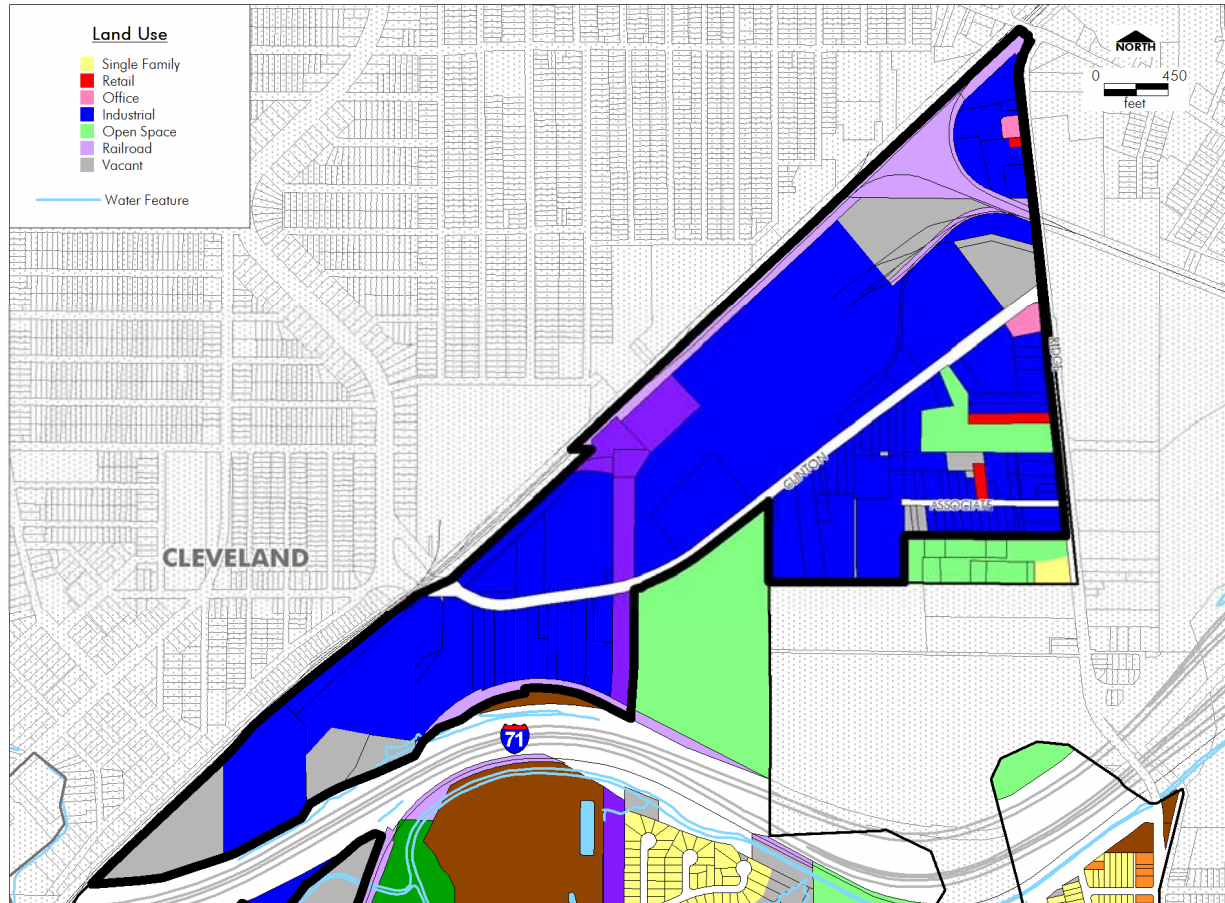
Figure 2: Aerial Perspective, Clinton Road Focus Area 1



Land Uses

The focus area includes a mix of land uses with industrial as the predominant use (See Figure 3). Other uses include a CEI substation, numerous rail lines, several small offices, a few scattered retail establishments, and a small number of vacant properties. There is a small concentration of trucking companies located on Clinton Road, centrally located in the corridor. A number of the industrial land uses are currently underutilized and are advertising availability.

Figure 3: Existing Land Uses, Clinton Road Focus Area 1



Site Size

The focus area is approximately 209 acres in size, made up of roughly one hundred and nine (109) parcels. The Cuyahoga County Auditor's Office shows a total building floor area of more than 2,446,000 square feet in this focus area.

Valuation

According to the Cuyahoga County Auditor's Office in 2005, the approximate taxable market value of the parcels that comprise this focus area is more than \$44,980,000.

Zoning

The entire area is zoned G-I General Industrial District.

Existing Conditions

The street condition is considered to be "Excellent" and the related public infrastructure such as water mains, storm and sanitary sewers on Clinton Road are rated in "Good" condition according to the City Engineer. In 1997, the entire length of the four-lane roadway was reconstructed with a concrete overlay. The City of Brooklyn performs periodic street maintenance on Associate, including, in 2005, concrete replacement of the roadway and curbs on 1/3 to 1/2 of the street.

The Clinton Road focus area is an important employment center in the City. Local businesses on Clinton and Associate attract workers from nearby Cleveland and other communities. While the majority of Brooklyn residents work outside of Brooklyn, the Clinton Road industrial corridor is an employment destination to many.

Norfolk Southern continues to operate a double set of railroad tracks that are located in this industrial corridor. As of 2005, only one local business used the railroad, and approximately seven (7) trains traveled the tracks daily.

Recent Investment (1990 to 2004)

There has been some investment in various properties within the focus area. According to the Cuyahoga County Auditor, at least seven (7) structures were constructed, expanded or improved between 1990 and 1996.

Issues

The age, construction, and capacity of the buildings within this focus area are of concern. A majority of the 59 buildings are more than 50 years old. The median year of construction is 1952, and more than 80% (49 buildings) were constructed prior to 1970. Many of these buildings are considered “functionally obsolete” and present limitations to being fully occupied.

The Weston property and former Terex building, which totals close to 852,630 square feet of floor area, is currently occupied by multiple business tenants. However, the structure is operating under capacity – more than 30% (272,000 square feet) is currently vacant. According to the Cuyahoga County Auditor, the structure’s condition is rated “Fair” to “Poor”. The building was constructed over a period between 1942 and 1976 and the average age of the offices and warehouse space is 58 years old. This massive, one-story structure and 58 acre property is underutilized.

Concepts

As Figure 4 shows, there is an opportunity to capitalize upon the underutilized Weston property. This expansive property could be redeveloped as an industrial park with an entrance off either Ridge Road or Clinton Road or both. A new configuration of parcels, new buildings, and new street infrastructure could transform the former Terex property into a coordinated, state-of-the-art industrial park. As the industrial park develops, existing businesses along Associate Avenue could be encouraged to relocate on Clinton, which would then facilitate the redevelopment and consolidation of buildings and businesses along Associate Avenue.

A precondition of redeveloping this large site as an industrial park is to improve access to I-71. The closest on-ramp to Interstate 71 is from Denison Avenue by Fulton Road. One concept considers utilizing a portion of the railroad line just east of Ridge Road through the Stockyards to connect to I-71.

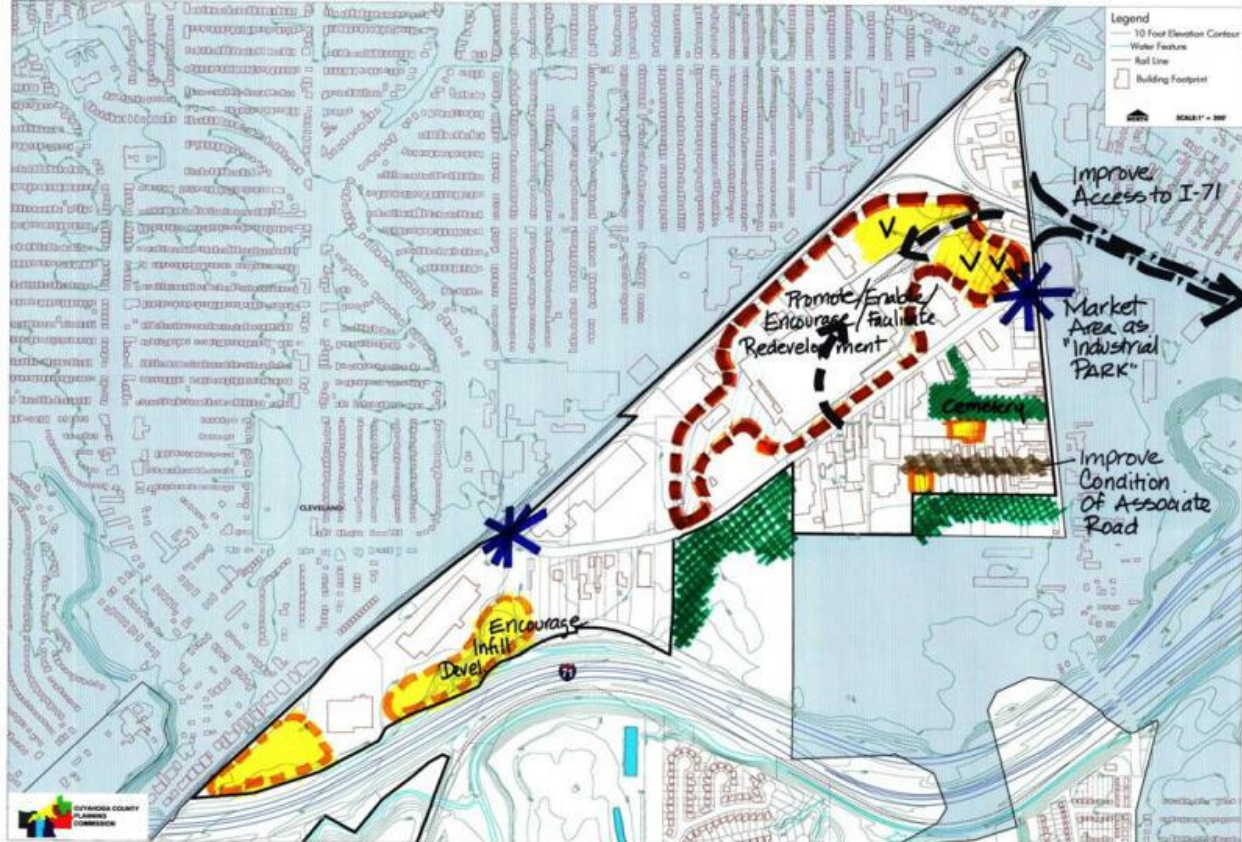
Effective marketing and promotion of the corridor by both the City and private developers will help attract and retain industrial businesses on Clinton Road. The existing arrangement favors clusters of industrial businesses instead of a unified coordinated marketed approach.

There are some locations along the corridor where in-fill development could be supported. At the corridor’s western end, there are two locations where additional development opportunities

exist. While some environmental considerations may impact the extent of development at these locations, the limitations do not appear to be prohibitive.

The east and west gateway entrances present a strong image about Clinton Road. The gateways help form the first impression that a visitor experiences when traveling down a corridor. Currently, there is a lack of signage and coordinated landscape at these important gateways.

Figure 4: Conceptual Overview, Clinton Road Focus Area 1



A developmental impact analysis was conducted for a portion of Clinton Road. The impact analysis includes a review of estimated fiscal and physical impacts from redeveloping the former Terex property and surrounding vacant areas. In total, three development alternatives were considered and compared against the existing property characteristics. Alternative 1 looked at establishing a Light Industrial Park; Alternative 2 looked at a Truck Terminal; and Alternative 3 considered Offices with a Research and Development component.¹

The total redevelopment site is approximately 66 acres in size. Among the three alternatives, different building square footage scenarios were calculated and observe the maximum lot coverage percentage and parking requirements which are outlined in the City's Zoning Code. Building square footage for Alternative 2 (Truck Terminal) would be the lowest at an estimated 198,000 square feet. While Alternatives 1 (Industrial Park) and 3 (Offices/R&D) have the same

¹ The impact analysis considered income tax and real property tax revenue only. Revenues from personal property taxes were not considered since they are being phased out by the Ohio Department of Taxation. Personal property taxes constitute a much smaller amount of revenue compared to real property and income tax revenues.

building footprint of 718,740 square feet, Alternative 3 has the largest estimated total building square footage because it is three stories tall. The existing development compares at 867,800 square feet, much of which is vacant, (see Table 1).

Table 1: Development Impact Analysis, Clinton Road Corridor, Focus Area 1

		Alternative 1 -	Alternative 2 -	Alternative 3 -
<i>Description of alternative</i>	Existing Development	Industrial Park	Truck Terminal	Offices / Research & Development
PROPERTY CHARACTERISTICS				
Total Area of Focus Area (acres)	209	209	209	209
Area of Redevelopment Site (acres)	66	66	66	66
Building Footprint	829,930	718,740	198,000	718,740
Number of Floors	1*	1	1	3
Total Building Floor Area (sq ft)	867,800	718,740	198,000	2,156,220
Total Market Value of Developed Site	\$7,689,228	\$49,261,588	\$19,689,120	\$220,163,585
Assessed Value - 35% of Total	\$2,691,230	\$17,241,556	\$6,891,192	\$77,057,255
Total City Real Property Tax Generated	\$18,571	\$118,980	\$47,554	\$531,753
SOCIAL CHARACTERISTICS				
INCOME TAX DATA				
Total Employees	1,422	1,437	380	5,390
Average Employee Income	\$23,300	\$47,900	\$29,500	\$52,950
Total City Income Tax for site	\$662,652	\$1,376,646	\$224,200	\$5,708,010
TOTAL ESTIMATED REVENUES				
Total City Real Property Tax Revenues	\$18,571	\$118,980	\$47,554	\$531,753
Total City Income Tax Revenues	\$662,652	\$1,376,646	\$224,200	\$5,708,010
Total City Revenues Subtotal	\$681,223	\$1,495,626	\$271,754	\$6,239,763
TOTAL ESTIMATED EXPENDITURES				
Municipal Expenditures	\$578,838	\$584,946	\$154,681	\$1,335,596
NET FISCAL IMPACT FOR CITY				
<i>(Total Revenues - Expenditures)</i>	\$102,385	\$910,680	\$117,073	\$4,904,167
ADDITIONAL IMPACTS				
Average Vehicle Trips per day	6.97 per 1,000 s.f.	6.96 per 1,000 s.f.	6.99 per employee	8.11 per 1,000 s.f.
Total Traffic for Site per day	4,153	5,002	2,656	17,487

*Approximately 37,870 square feet is on a second floor.

Based on the size of the structure and use of the property, total estimate market values of the site were calculated. Market values range from \$7.6 million (Existing) to more than \$220 million (Offices/R&D). Alternative 2 (Truck Terminal) has the lowest estimated market value of \$19.6 million among the three potential development alternatives. Because market values influence the County Auditor's assessed values and property taxes, Alternative 2 (Truck Terminal) is estimated to generate the least real property tax revenue and Alternative 3 (Offices/R&D) is estimated to generate the most real property tax revenue among the three alternatives.

In terms of employees, Alternative 2 (Truck Terminal) is estimated to generate the least number of employees, lower than the existing development which employs roughly 1,420 persons. While Alternative 1 (Industrial Park) is projected to employ a similar number of employees, their

wages are estimated to be higher than the existing development. Alternative 3 (Offices/R&D) is estimated to employ the largest number of employees (5,390) and also pay the highest wages among the three potential alternatives, thereby generating the most income tax revenue for the site. Alternative 3 is estimated to contribute more than \$5.7 million in income tax revenue. Alternative 1 is estimated at \$1.3 million and Alternative 2 is estimated to generate roughly \$224,200 in municipal income tax revenue.

Municipal expenditures for the existing development and each potential alternative are estimated and based on the number of employees. Such expenditures typically cover services such as law enforcement, public works, and other service demands. Expenditures range from \$154,680 for Alternative 2 (Truck Terminal) to more than \$1.3 million for Alternative 3 (Offices/R&D). However, when expenditures are compared to total estimated municipal income and real property tax revenues, there is a net gain for each of the potential development alternatives. A net fiscal impact of \$910,680 is estimated for Alternative 1, \$117,073 for Alternative 2 (Truck Terminal) and more than \$4.9 million for Alternative 3 (Office/R&D).

DRAFT

FOCUS AREA 2: “CITY CENTER”, EASTERN MEMPHIS AVENUE AREA

The Plan envisions that an important new mixed-use urban district will emerge in the future within the City Center area. New retail/office buildings with medium density residential housing will combine with the existing concentration of municipal uses - recreation center, city hall, senior/community center and Veterans Memorial Park - to bring new activity to this area of the City. Redevelopment capitalizes on the central location of the civic facilities here and is supported by the dense residential neighborhoods that surround the periphery of the focus area. Intensifying the development in this area provides the opportunity to create a unique place and enhance the image of the City.

This area was chosen as a focus area because of the high concentration of existing civic and retail uses. In order to promote additional activity here, there is an opportunity to build upon the numerous strengths of the area. Some of the strengths of the City Center area include the strong presence institutions and civic uses including the additional fire station; the availability of parking, presence of sidewalks, retail buildings located close to the street, and redevelopment potential of certain areas.

Location/Description

The City Center and Memphis Avenue Corridor focus area is relatively centrally-located in the City, located on Memphis Avenue west of Ridge Road. Many of the fronting parcels and deep lots along Memphis Avenue are included in this focus area. The CEI utility easement provides the westernmost boundary and Ridge Road is the eastern boundary of the focus area.

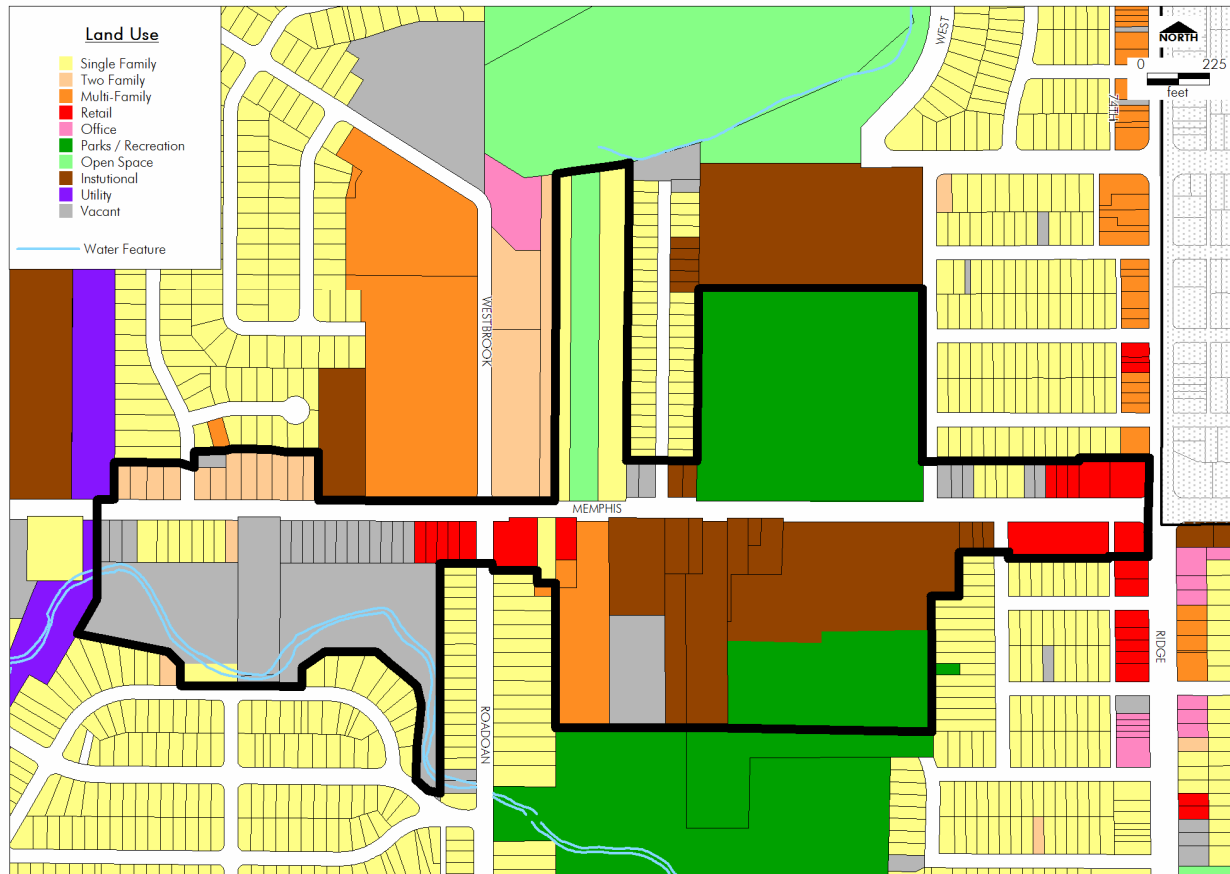
Figure 5: Aerial Perspective, “City Center” Area Focus Area 2



Land Uses

A mix of land uses is located within this focus area including numerous local retail establishments, single-family homes, two-family housing, municipal buildings including Brooklyn City Hall, Recreation and the Senior/Community Centers, parks and recreation fields, churches and vacant land. The City's new Fire Station will also be located within this "City Center" area when construction is completed in 2006. A large apartment complex and recently constructed two-family homes are located along Westbrook Drive, immediately north of and adjacent to the focus area. See Figure 6.

Figure 6: Existing Land Uses, "City Center" Area Focus Area 2



Site Size

The focus area is approximately 71 acres in size. Seventy-five (75) parcels make up this focus area, and more than 305,660 square feet in total building floor area are located within it. There are about nine acres of residentially-zoned vacant land, and approximately one acre of commercially-zoned land.

Valuation

The parcels that comprise this focus area had an estimated taxable market value of more than \$8,526,570 according to Cuyahoga County Auditor's records in 2005.

Zoning

Four zoning classifications are located within this focus area: R-B Retail Business District, SF-DH Single-Family Dwelling House District, A-H Apartment House District and MF-PD Multi-Family Planned Development District.

Existing Conditions

The street pavement and curbs along Memphis Avenue are reported to be in “Good” condition, while the water mains located on Memphis Avenue were considered to be in “Fair” condition according to the City Engineer.

Public transportation bus service is provided along Memphis Avenue. The Route 50 bus travels along the length of Memphis and provides a connection to the W 117th Rapid Station. The Route 23 bus travels along the eastern end of Memphis Avenue, from Ridge Road to Rodoan Street and provides bus service to downtown and to Parmatown. At the eastern edge of the district, the Route 45 bus travels north and south on Ridge Road providing service to downtown and to North Ridgeville. See the Public Facilities Chapter for a map and discussion of the bus routes that service Brooklyn.

Issues

The “City Center” area is already a hub of activity because of the Recreation Center, City Hall/Police and Fire Stations, Veterans Memorial Park and the Senior/Community Center. The City is undertaking the construction of a new Fire Station on a 4.28-acre site within the focus area. The site of the new fire station is a narrow deep lot, measuring 150 feet by more than 1,200 feet. The new station will occupy approximately one acre of the site, being situated near the street and leaving the remainder of the site relatively untouched. There is a 3-acre residential parcel adjacent to the east, with 100 feet of frontage on Memphis Avenue and occupied by only one home.

New construction is also planned on other properties within this focus area. A local institution is planning to construct a church on vacant land along Memphis, just west of Rodoan Road. The church is estimated to be roughly 13,000 square feet in size and will be a multi-purpose church facility. Construction is expected to begin in Spring, 2006.

This area of the city is the most logical location for a “Main Street/City Center”. There is already a concentration of convenience retail uses that are oriented to local residents – a bank, gas station, dry cleaners, and convenience retail stores. Several of these retail buildings are located close to the street with large display windows. Parking and sidewalks are also present in the district. According to the National Trust for Historic Preservation, the commercial district is a reflection of community image, pride, prosperity, and level of investment — critical factors in business retention and recruitment efforts. The traditional commercial district is an ideal location for independent businesses, which in turn:

- ***Keep profits in town.*** Chain businesses send profits out of town
- ***Support other local businesses and services***
- ***Support local families with family-owned businesses***
- ***Support local community projects,*** like teams and schools
- ***Provide a stable economic foundation,*** as opposed to a few large businesses and chains with no ties to stay in the community

Concepts

Several concepts were explored in the early stages of reviewing the Master Plan. See Figure 7 for the conceptual overview of Focus Area 2. While some options were later dismissed, their intentions are nonetheless explored here. For instance, there are several locations where new multi-family/townhouse residential is noted. The City has a demonstrated need for new housing and this additional density would bring more activity to this area. While the exact location of new higher-density housing has not been determined, the need for additional housing exists within this focus area.

A mixed use district, one that capitalizes upon a range of land uses, allows for a higher density of uses and more opportunities for interaction. A new Mixed-Use Zoning District would permit complementary and integrated uses instead of one single land use such as retail or residential within a single development. This new zoning district could address the look and aesthetic quality of development here by requiring new buildings to be located close to the street and parking to the rear or side, and by requiring design guidelines.

It is envisioned that two locations at either end of the focus area could accommodate a higher intensity of land uses. The retail properties just east and west at Memphis and Radoan, and the properties on the north and south sides of Memphis, just west of Ridge can accommodate more building square footage with taller buildings and should frame the district. Higher intensity uses, including offices and financial institutions, help to balance the concentration of civic uses located around City Hall. Because of the concentration of institutional uses within the district, attorneys, physicians, insurance offices, and banks are all appropriate, more intensive land uses than the marginal retail and convenience establishments currently located there.

Figure 7: Conceptual Overview, “City Center” Area Focus Area 2

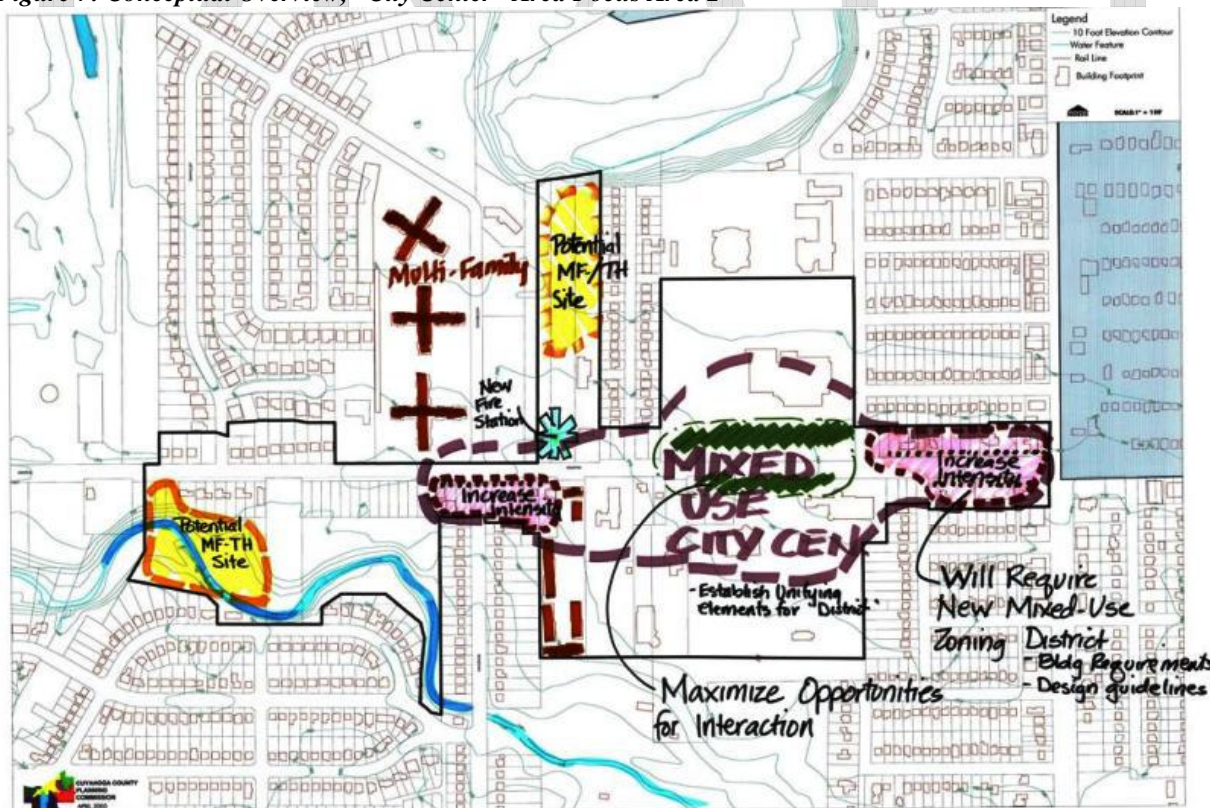


Table 2: Summary of Potential Development/Redevelopment Sites for the “City Center” Focus Area

SubArea* ID #	Current Zoning	Existing Development	Acres	Potential Development according to existing zoning(a)	Possible Alternatives	Potential Development according to proposed policies (b)
1. Memphis, east end, north side (total by zoning)	Single-Family	3 SF units	0.75	3 du	retail/mixed use	26,130 sf
	Retail Bus	2,574 sf	0.62	13,500 sf	retail/mixed use	21,600 sf
2. Memphis, east end, south side	Retail Bus	19,903 sf	0.91	19,903 sf	retail/mixed use	31,710 sf
3. Memphis/Roadoan southeast side	Retail Bus	10,059 sf	1.27	27,660 sf	retail/mixed use	44,250 sf
4. Memphis/Roadoan southwest side (total by zoning)	Multi-Fam-PD	Vacant	0.28	2 du	retail/mixed use	9,750 sf
	Retail Bus	2,406 sf	0.41	8,930 sf	retail/mixed use	14,280 sf
5. Memphis/Roadoan 2 southwest side	Apartments	Vacant	4.51	194 du	Multi-Fam-PD	32 du
6. Memphis, north side behind new Fire Station	Single-Family	Vacant	5.19	17 du	Multi-Fam-PD	42 du
TOTAL FOR FOCUS AREA			14.8			
Residential		3 SF units		223 du		74 du
Retail/Office		34,942 sf		69,910 sf		147,720 sf
Change from existing				+34,970 sf		+112,778 sf
% change from existing				100.1%		323%

du = dwelling units
sf = square feet of retail/office floor area

Development Assumptions used in Table 2:**(a) According to existing zoning:**

- Retail, (including offices) @ 2 stories and 25% bldg coverage
- Multi-Family-Planned Dev @ 8 units per acre
- Apartments @ 43 units per acre
- Single-family @ 3.25 units per acre

(b) According to proposed policies zoning:

- Retail/mixed use, (including offices) @ 2 stories and 40% bldg coverage
- Multi-Family-Planned Dev @ 8 units per acre

These options were explored by the Master Plan Advisory Committee and the pros and cons of the various alternatives were discussed. The consensus of the committee was that the Area 6, behind the new Fire Station, is not suitable for new residential development and at this time, should remain targeted for open space. Additionally, the commercial area along Ridge Road in the vicinity of the Memphis Avenue intersection is also suitable to be included in a new Mixed-Use zoning district.

FOCUS AREA 3: BROOKPARK ROAD

The Plan envisions a coordinated mix of commercial and industrial businesses operating within a uniform streetscape along Brookpark Road. Streetscaping amenities such as street paving, street furniture, landscaping including trees and other plantings, awnings and marquees, signs and lighting all contribute to a coordinated and attractive sense of place.

Brookpark Road was chosen as a focus area because of the high number of retail establishments, especially big box businesses that predominate the corridor. Many of these businesses compete for shoppers and offer expansive parking lots, huge storefront signage and little landscaping. The visual and aesthetic qualities of Brookpark Road are a focus of this area.

Location/Description

The focus area runs from the City's western border with Brook Park to its eastern border along Ridge Road and includes all the properties on the north side of Brookpark Road. The northern boundary of the focus area is the CSX rail road tracks. Brookpark Road serves as the City's southern municipal boundary and the properties on the south side of Brookpark Road are located within the City of Parma.

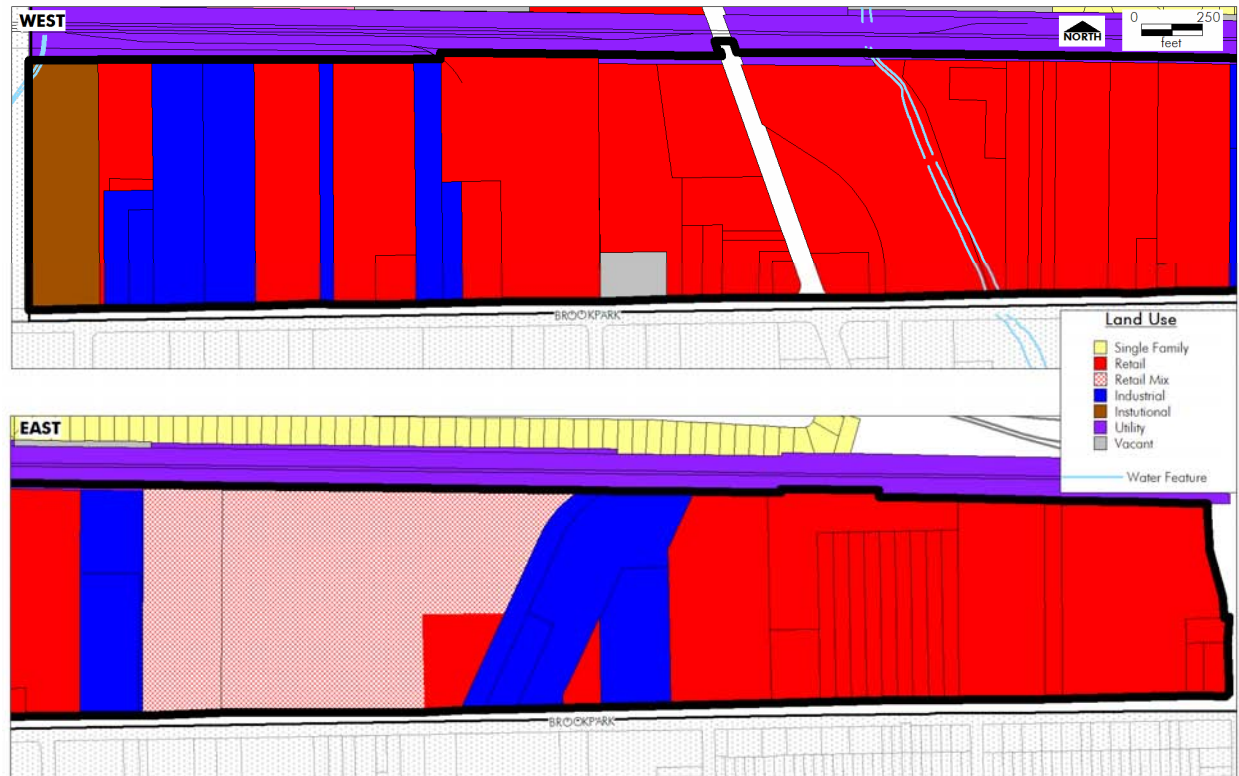
Figure 8: Aerial Perspective, Brookpark Road Focus Area 3



Land Uses

As Figure 9 shows, a range of land uses are located in this focus area. However, retail uses are the dominant land use. Industrial land uses are also scattered throughout the corridor. An institutional/governmental land use, the U.S. Army Reserve, is located at the corridor's western end. In total, there are about seven acres of vacant land located along the corridor. Just outside of the Brookpark Road focus area is a set of railroad tracks, a utility land use.

Figure 9: Existing Land Uses, Brookpark Road Focus Area 3



Site Size

The focus area is approximately 245 acres in size, made up of fifty-nine (59) different parcels. In terms of building floor area, there is roughly 1,703,600 square feet of total building coverage within this corridor.

Valuation

The Cuyahoga County Auditor's Office has estimated the taxable market value of this focus area to be more than \$90,788,140 in 2005. The vacant parcels are reported to have an average market value of \$132,000 an acre.

Zoning

The Brookpark Road Corridor is zoned G-B General Business east of Tiedeman Road and L-I Limited Industrial west of Tiedeman Road.

Existing Conditions

Brookpark Road is a state route and is known as SR 17. As such, the Ohio Department of Transportation (ODOT) oversees the maintenance and improvement of the right-of-way. Any change to the roadway would need to be approved and coordinated by ODOT.

The City Engineer has rated the street pavement and curb conditions as “Fair”. Other infrastructure such as storm and sanitary sewers were not reported but the water mains located on Brookpark Road were considered “Excellent” according to the City Engineer.

Issues

Brookpark Road has numerous regional and national businesses that attract consumers and employees from the City and surrounding communities. These businesses help shape the character of street with the size and layout of their properties.

The corridor acts as a regional connector and has heavy volumes of traffic, approximately 20,280 vehicles per day in 2003 according to ODOT. In comparison, traffic volume along Brooklyn’s portion of I-480 was more than six times that along Brookpark Road. Traffic volumes ranged from 20,626 to 29,725 vehicles per day along Brooklyn sections of Brookpark Road (Cuyahoga County Engineer, 1999) with concentrations around commercial destinations.

The appearance of the corridor is also greatly influenced by the south side of the street, which is actually in the City of Parma. The center of the roadway acts as the municipal boundary between the two communities.

There are large, expansive parking lots that dominate the front of many business properties. Many of these parking areas are devoid of any landscaping amenities within the parking lot and few provide landscaping on the periphery. In comparison however, several area businesses demonstrate preferred landscaping amenities and are well maintained. The City should build upon the positive landscaping features that certain businesses have already employed.

As of November 2004, more than 40,000 square feet of building vacancies existed on Brookpark Road. More space was advertised as “Available” than was currently vacant. The recent closing of Kronheims Furniture Outlet (45,000 square feet) further increased the amount of vacant space within the corridor.

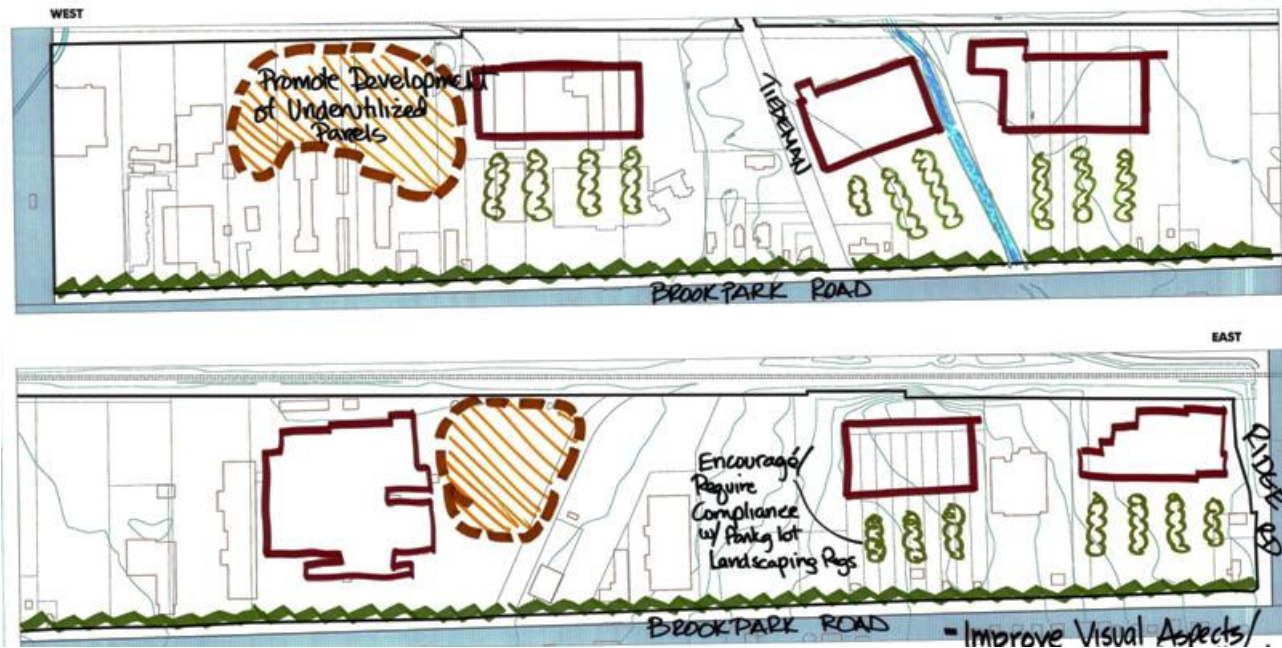
Concepts

In general, Brookpark Road has a lack of streetscape amenities. Additional streetscape improvements and other improvements are needed to enhance the visual aspects of this corridor. Landscaping along the right-of-way is shown on Figure 10 and helps to soften the appearance of the numerous parking areas which line Brookpark Road.

Several properties on both the east and west ends of Brookpark Road are relatively underutilized. The rear portions of the parcels have development potential which could be used for new buildings or public access or open space.

The Master Plan envisions the addition of landscaped islands within expansive parking areas. This is already a requirement of the Brooklyn Planning & Zoning Code yet because much of the corridor is already developed, these lots are legally nonconforming to the code. While it is difficult to require compliance by existing property owners, it is not unreasonable to require these improvements when new construction occurs or when property owners seek other changes to their buildings or grounds in the future.

Figure 10: Conceptual Overview, Brookpark Road Focus Area 3



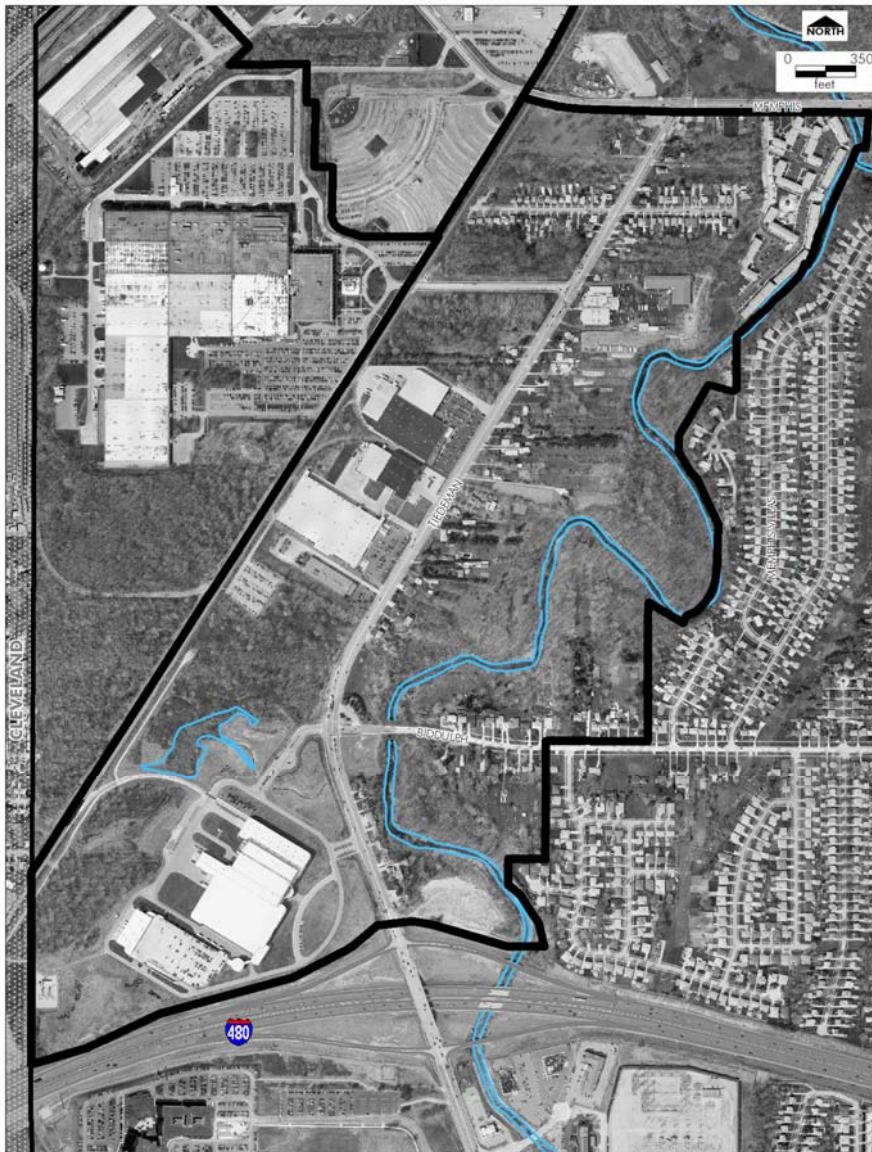
FOCUS AREA 4: TIEDEMAN ROAD

The Tiedeman Road corridor was selected as a Focus Area for several reasons. The overall nature of the street has changed over the years. Tiedeman Road has developed into a four lane arterial that carries approximately 30,000 vehicles daily, of which about five percent (1,500 vehicles) are commercial trucks. Also, this area is somewhat isolated from the rest of the residential neighborhoods in the City, and the significant lot sizes are unlike other residential properties throughout Brooklyn. This area is explored because of its potential for long-term industrial development where businesses can take advantage of proximity to the I-480 corridor and expanded regional highway network.

Location/Description

Focus Area 4 encompasses the length of Tiedeman Road from Memphis Avenue as its northernmost boundary to I-480 as its southernmost boundary. The western boundary is formed by the CSX railroad line while the Big Creek valley forms a natural boundary to the east.

Figure 11: Aerial Perspective, Tiedeman Road Focus Area 4



Land Uses

Generally, two types of land uses make up this focus area: residential properties on the east side and northern west side, and industrial uses (with some vacant land) on west side of Tiedeman Road. A church and its associated school are also located at the upper eastside of this focus area.

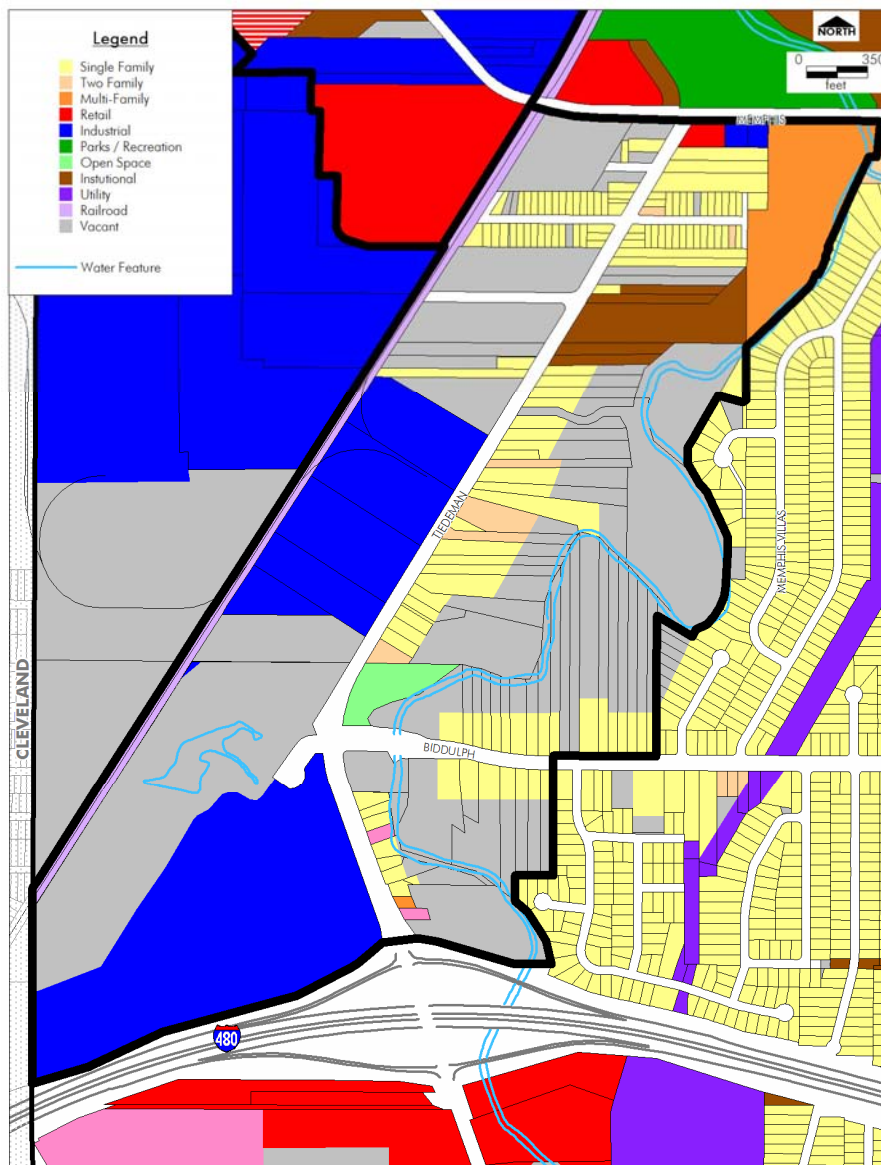
There is a small residential subdivision located at the north end of Tiedeman, on both the east and west sides of the street. The Manoa Avenue subdivision was developed in the 1940s and is comprised of 21 houses on the west side of Tiedeman and 28 houses on the east side of Tiedeman. See Figure 12 for existing land uses within this focus area.

Site Size

The focus area is about 260 acres in size. This focus area has the largest number of parcels, approximately one hundred and seventy six (176) parcels and is the largest in total size.

The typical lot size for industrial uses along Tiedeman Road is between five and six acres, with about 350 feet of frontage and lot depth of 730 feet. On the east side of the street, many of the residential parcels are long and narrow, with the ridge line for the Big Creek valley forming the rear lot line. These parcels range in depth from 600 to 1,000 feet. In contrast, small lot housing, with lot depths averaging 150 feet, was developed on the east side of Big Creek. Most of the homes on the east side of Tiedeman Road back up to and look out over the Creek.

Figure 12: Existing Land Use, Tiedeman Road Focus Area 4



Zoning

There are five different zoning districts within this focus area: The north end of Tiedeman is zoned for commercial – R-B Retail Business at the intersection, and G-B General Business to the west, adjacent to the railroad tracks; east of the R-B zoning, there is an apartment complex zoned A-H Apartment House; the Manoa subdivision and the eastern portion of this focus area is zoned SF-DH Single-Family Dwelling House District; and the remainder of the western side of Tiedeman is zoned L-I Limited Industrial.

Valuation

In 2005, the estimated taxable market value of this focus area is more than \$198,547,500 according to the

Cuyahoga County Auditor's Office. Approximately 1,346,715 square feet of building coverage is located within this focus area.

The market value of vacant land reported by the Cuyahoga County Auditor's Office is a function of its zoning. In the Tiedeman Road focus area, vacant land that is currently zoned for commercial uses (R-B Retail Business or G-B General Business) has an average value per acre of \$53,900, while vacant land zoned L-I Limited Industrial has an average value per acre of \$68,700. In contrast, vacant land in this focus area that is currently zoned for single-family use has an average value per acre of \$17,800.

Recent Investment (1990 to 2004)

In 1992, the Plain Dealer acquired a 73 acre parcel and constructed its assembly and distribution plant. This site, located adjacent to I-480, was chosen for its proximity to and visibility from the highway network.

Existing Conditions

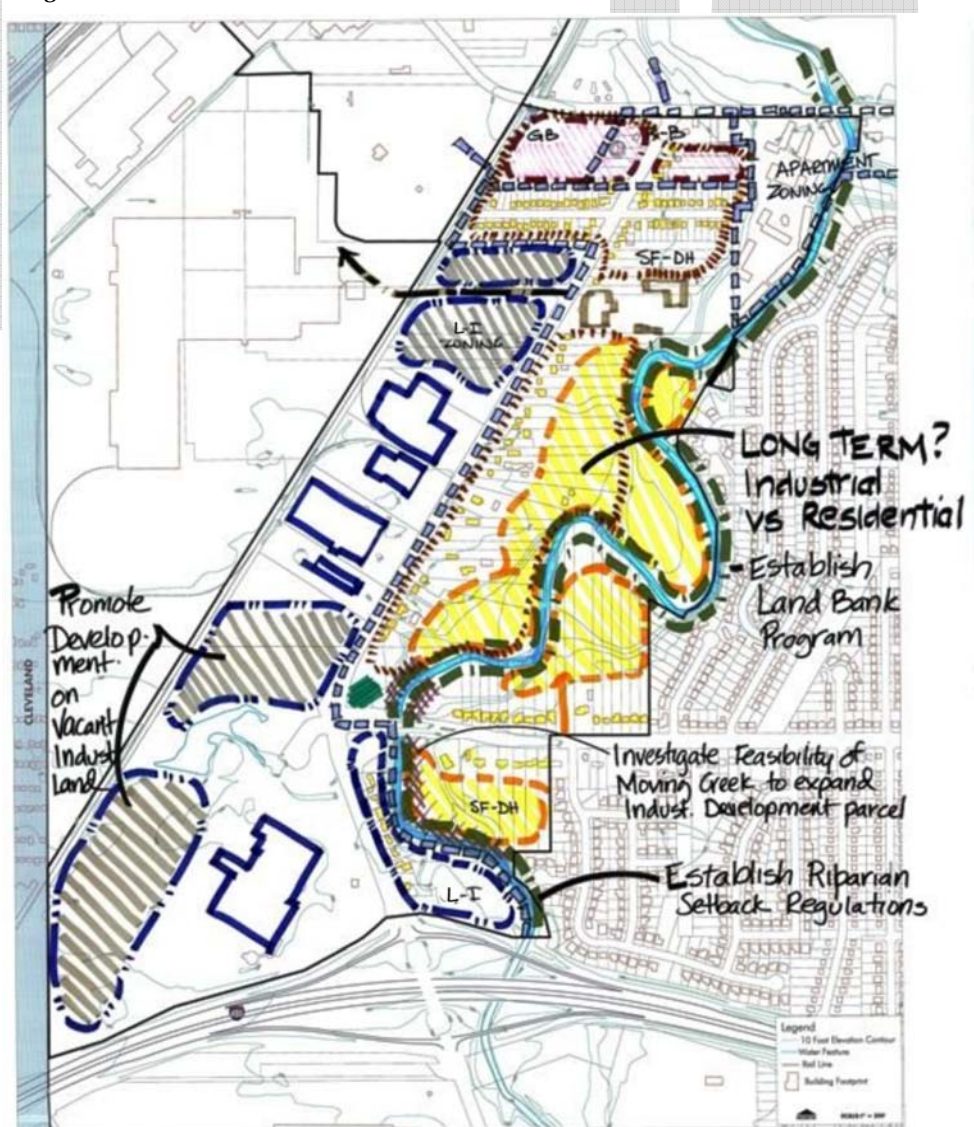
The Tiedeman Road street pavement, curbs and sanitary sewers were upgraded in 1980 and are reported to be in "Good" condition according to the City Engineer. The water mains date back to 1936 and are reported to be in "Fair" condition.

Issues

Residential development along the east side of Tiedeman occurred primarily in the 1940s and 1950s. Shortly thereafter, the west side of Tiedeman began to be developed with industrial uses. Major improvements were made to Tiedeman Road and this street has become a major arterial for employee and truck traffic going to and from commercial and industrial uses along Tiedeman and Memphis as well as other area employers such as American Greetings.

Land across the street from the Plain Dealer is a prime development site that could take advantage of the

Figure 13: Tiedeman Road Focus Area 4



visibility to the I-480 highway, but the area is bisected by the Big Creek valley, which provides challenges to development. There are approximately 20 acres of vacant land zoned for commercial or industrial use on the west side of Tiedeman.

Concepts

Some of the concepts reviewed as part of the Master Plan include exploring the long-term character of the area and whether the east side of Tiedeman Road would remain residential in the future. Because the character of Tiedeman Road has changed significantly in recent decades, the Master Plan is compelled to consider the future character of this corridor. Beginning in the 1960's, the west side of Tiedeman Road has shifted from a residential area to an industrial area. In the early 1990's, The Plain Dealer opened its assembly and distribution facility which dramatically changed the character of the area at Tiedeman and Biddulph Roads. American Greetings' Headquarters have been a presence on the area, but has been buffered from the residential uses nearby. However, all of these nonresidential uses contribute to heavy volumes of traffic and trucks along Tiedeman Road.

There are several vacant parcels of land located on the west side of Tiedeman where land is currently zoned L-I Limited Industrial. At the north end of the corridor, vacant land west of Tiedeman is zoned G-B General Business with the exception of about 250 feet that fronts on Tiedeman Road which is zoned R-B Retail Business. Before any additional land is rezoned in the corridor, development on these vacant parcels or other industrial areas in the City should be promoted and encouraged first.

The Master Plan Advisory Committee envisions Riparian Setback regulations within this corridor in order to protect the Big Creek that runs along the eastern edge of this focus area. Riparian protection setbacks would benefit the long-term health of the Creek by prohibiting development within so many feet of the creek edge. Riparian setback regulations could be used for residential and nonresidential developments.

The residential area along the east side of Tiedeman is a unique area in the City. Residents along Tiedeman value the larger house lots, the relative isolation afforded from having the large wooded area along the Creek behind them and the proximity to the Creek's large natural habitat. Traffic, noise and litter are constant problems that will need to be addressed if this area is to be retained as a residential environment.

Another concept that was considered includes investigating the feasibility of moving a section of Big Creek (south of Biddulph only) in order to increase the development potential of these parcels. This area is currently zoned L-I Limited Industrial, yet most of the parcels are too shallow for the type of development permitted. .

FOCUS AREA 5: MEMPHIS AVENUE WEST END

The western end of Memphis Avenue is envisioned to be a welcoming gateway as visitors, residents, and business employees travel through this area. A mix of businesses, primarily industrial in nature, can take advantage of access to Interstate 71 and other highway systems, especially if alternative truck routes materialize.

The Master Plan Advisory Committee selected the west end of Memphis Avenue as a focus area for several reasons. This area has changed in character over the years from a commercial destination with retail stores and entertainment venues. While the entertainment venues are still operational, the west end of Memphis Avenue has become more industrial in nature with multiple trucking enterprises.

Location/Description

This focus area is at the City's western border with the Village of Linndale. The north and south sides of Memphis Avenue are included in this area. Interstate 71 provides the northern boundary, the CSX railroad line provides the eastern boundary, and the City's municipal border provides the western boundary. The American Greetings' property acts as the southern property.

Figure 14: Aerial Perspective, Memphis Avenue West End Focus Area 5



Land Uses

A mix of land uses is currently on this site including industrial, governmental, vacant retail, and commercial (Drive-In theater).

Site Size

The focus area is approximately 112 acres in size and comprised of roughly eighteen (18) parcels.

Valuation

The estimated taxable market value of this focus area was more than \$18,577,600 according to the 2005 Cuyahoga County Auditor's records.

Zoning

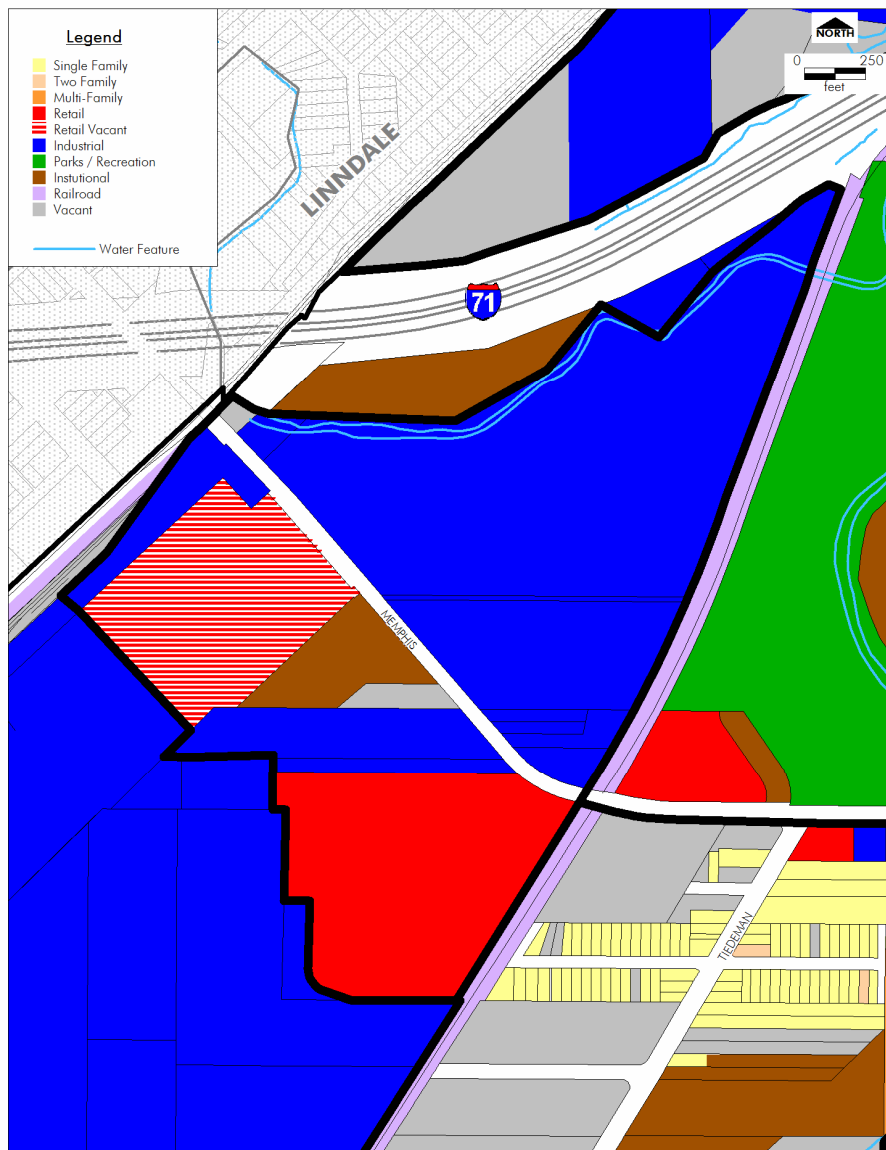
Most of the properties that front on Memphis Avenue are classified as G-B General Business District to a depth of approximately 150 feet from the roadway.

The vacant retail building on the west side of Memphis Avenue however, is zoned R-B Retail Business District, while the remainder of the land in this focus area is zoned G-I General Industrial.

Recent Investment (1990 to 2004)

Since 2000, this area has developed as a location for large truck terminals with the establishment of USF Holland Trucking and Bridge Terminal Transport. These new developments have provided a berm and landscaped screening along the front of their developments, which helps to obscure the view of the truck storage on site.

Figure 15: Existing Land Uses, Memphis Avenue West End Focus Area 5



Issues

This area is right at the City's western gateway with the City of Cleveland. This is a major entry point into Brooklyn for people traveling to I-71 and exiting at the West 130th exit. The appearance of the entire Memphis corridor contributes to and shapes residents' and outside visitors' image of the city. The unsightly railroad overpass within this focus area needs to be rebuilt and provides an opportunity to improve the visual quality of the area.

The commercial building on the south side of Memphis Road has recently become vacant. The site has a large expansive parking lot in front of the building, with no front yard landscaping or other mechanism to soften the appearance of the site.

The G-B General Business zoning has not been utilized in recent years, and attracting new retail development to this part of the city is contrary to overall retail policies established by the Master Plan.

Concepts

Because of the presence of steep slopes at the northern end of the focus area, environmental protection regulations should address development for properties with significant topography changes.

The G-B General Business Zoning classification is no longer suitable for this industrial and trucking-oriented part of Memphis Avenue. Therefore, a rezoning of the frontage properties to G-I General Industrial is appropriate.

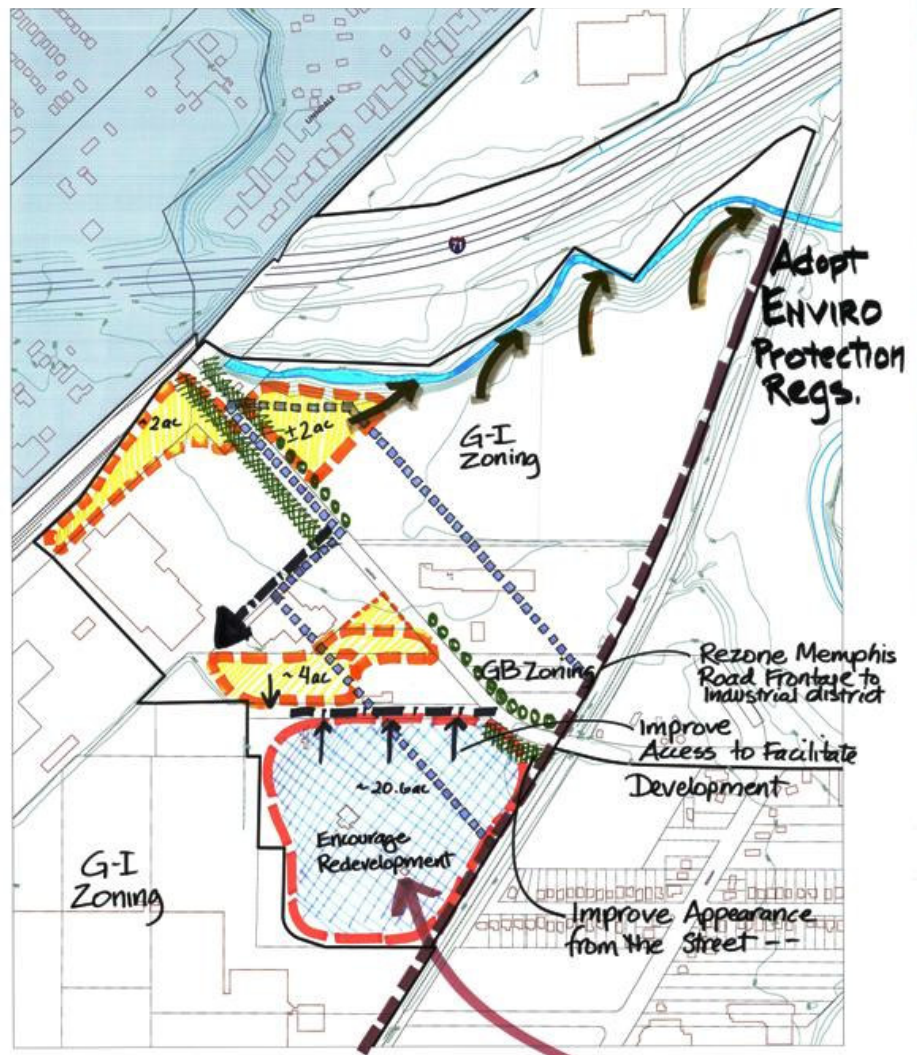
One of the main drivers of redevelopment here that is sensitive to the residents that live nearby on Tiedeman Road is the potential to provide an alternative access routes for trucks and other heavy vehicles. The private drive that leads to Ferrous Metals and the American Greetings drive, both of Memphis Avenue could be reconfigured to bring truck traffic over to the City's westernmost border with Cleveland and down to Biddulph Road for additional truck access to I-480.

An alternate route that connects the western end of Memphis Avenue to Biddulph could open up some currently vacant and underutilized parcels that are located south of the HH Gregg's Distribution Center. Some properties on Memphis have additional acreage that could be developed, ranging from two (2) to four (4) acres in size.

Additional landscaping at both ends of this focus area would help improve the appearance from the street. Trees and shrubbery act as natural screen of outdoor storage and provide some noise reduction benefits as well.

Another concept explored is to encourage redevelopment at the Memphis Drive-In Theater. This property is more than 20 acres in size and while still seasonally operated, it is relatively underutilized.

Figure 16: Conceptual Overview, Memphis Avenue West End Focus Area 5



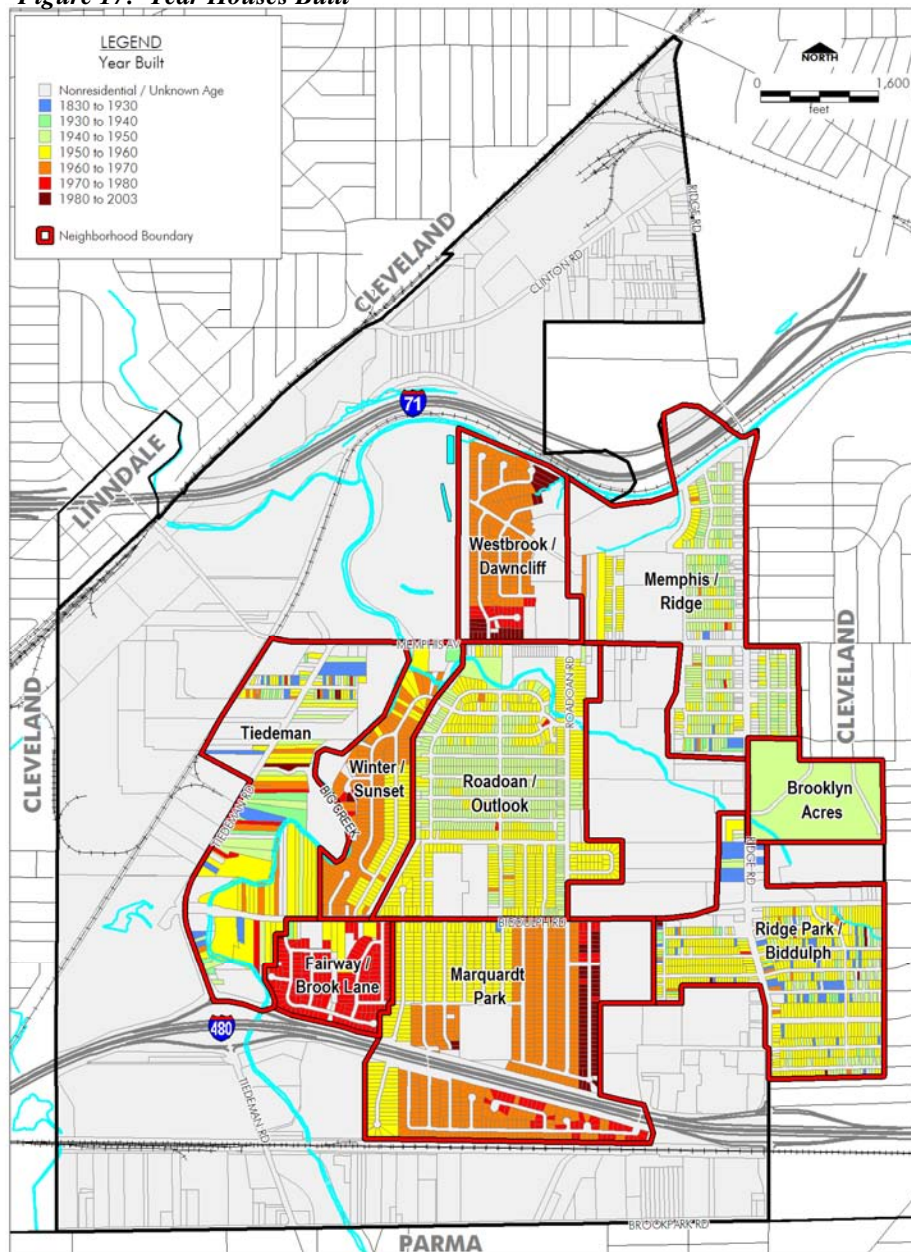
FOCUS AREA 6: RESIDENTIAL NEIGHBORHOODS

In the Fall of 2004, a Community Survey was conducted as part of the planning process. The purpose of the survey was to gather input from residents about their likes, dislikes and goals for the City. It was clear from the results of the survey that residents are concerned about the ongoing condition of houses and neighborhoods.

In Brooklyn, it is clear from a review of data from the County Auditor's office that many of the residential areas in Brooklyn were built in concentrated time frames, creating cohesive and homogenous neighborhoods where houses share many physical characteristics. To assist in the planning process, the residential areas were divided into neighborhoods based on the year the

majority of the homes were built and/or into neighborhoods that are separated from one another by an identifiable boundary such as the CEI easement, etc. The nine neighborhoods are depicted on the city-wide map below.

Figure 17: Year Houses Built



Source: Cuyahoga County Auditor's Office, 2005.

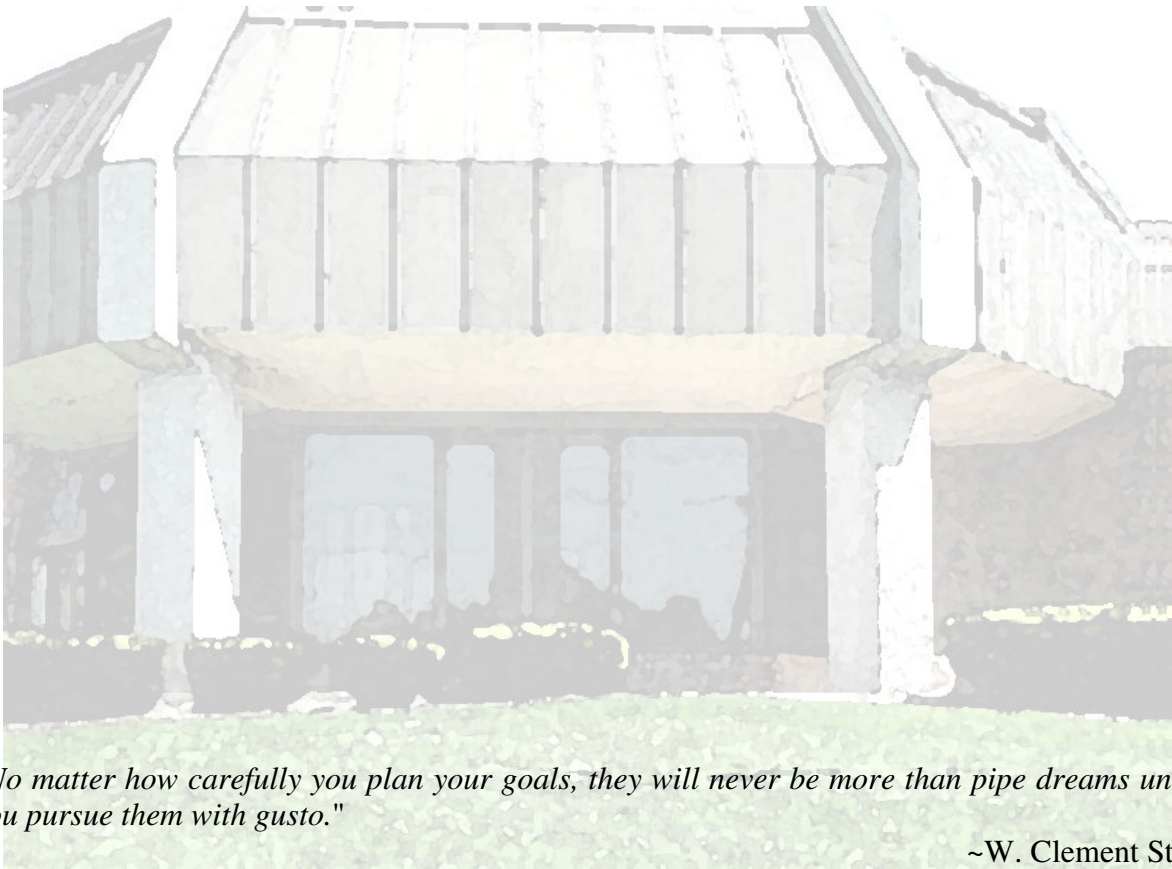
DRAFT

PART 3 THE PLAN

3.1. GOALS AND OBJECTIVES

3.2. DEVELOPMENT POLICIES

3.3. IMPLEMENTATION STRATEGIES



"No matter how carefully you plan your goals, they will never be more than pipe dreams unless you pursue them with gusto."

~W. Clement Stone

DRAFT

CHAPTER 3.1

GOALS FOR THE FUTURE OF BROOKLYN

In order to establish appropriate land use and development policies for Brooklyn, it is first necessary to establish the basic direction or vision for the community. Establishing this “basic direction” is accomplished by setting goals, which then help to determine priorities and provide a framework around which to make decisions and organize/prioritize action steps.

Prior to defining the goals, the Brooklyn Master Plan Advisory Committee (MPAC) reviewed assessments of the existing conditions and trends outlined in Part 1 in order to gain an understanding of key issues. Issues were identified during interviews at the beginning of the planning process with a variety of people including members of the Brooklyn Master Plan Advisory Committee, Council members, the Mayor, and City Department Directors and also gathered from the community survey that was conducted in the Fall of 2004.

Using the above input and discussions at the early Master Plan Advisory Committee meetings, the following goals were assembled. These goals are the foundation for the plan to guide its efforts throughout the preparation of the Brooklyn Master Plan. These are long-term goals, and some will be challenging to accomplish, yet the goals form an important part of the Plan: they provide overall guidance and direction, and are supplemented by more detailed objectives and strategies in subsequent chapters.

The goals in this Master Plan highlight areas where Brooklyn aims to do better—to make this a stronger community than it is today. As our City continues to grow and change, different needs will emerge and we must continually stay prepared to successfully adapt and continue to thrive. As Brooklyn reaches its limits on available land, new emphasis will be placed on mixed-use development as well as infill and redevelopment.

This chapter highlights the seven major goals of the Master Plan. The goals are included here as positive statements or expectations of how the City will be or will become in the future.

1. HOUSING /NEIGHBORHOODS - To be a City that Provides Housing Choices and Quality Neighborhoods

Goal: A full range of housing opportunities will be provided to ensure that households have multiple living choices and that current residents who experience changes in their housing needs are offered appropriate housing choices if they prefer to stay in Brooklyn. The existing housing stock and neighborhoods will be well maintained to enhance property values.

2. ECONOMIC DEVELOPMENT - To Have a Diversified Economic Base

Goal: The City’s economic base will be diversified and expanded to ensure sufficient resources are available to support the City, to create diverse employment opportunities, and to encourage additional investment and reinvestment in the community.

3. “CITY CENTER” - To Create a Vibrant “City Center” Complex along Memphis Ave

Goal: The Municipal Complex/ Memphis/Ridge Area, which now contains a concentration of public facilities and churches with some limited retail will be a mixed-use, pedestrian-friendly district that offers specialty stores and day-to-day goods and services, provides numerous housing opportunities, continues as the governmental center, and serves as the cultural center of the area.

4. COMMUNITY CHARACTER AND IDENTITY - To Retain and Enhance our “Small Town” Character

Goal: The City will build upon and reinforce its small town character and strive to ensure a quality built environment that supports and encourages community /resident interaction, provides exciting and imaginative development, and ensures minimal impact on the natural environment.

5. COMMUNITY FACILITIES - To Provide Excellent Facilities, Programs, and Services that Enhance the Quality of Life for Residents

Goal: A full range of well-funded community facilities and services will be provided that enhance the City’s quality of life and meet increasing needs as the City grows and changes.

6. NATURAL RESOURCES - To Conserve and Preserve our Natural Resources

Goal: Natural resource systems will be preserved, conserved and integrated with both neighborhoods and development to provide a seamless, holistic and sustainable community.

7. TRANSPORTATION / INFRASTRUCTURE - To Provide Excellent Transportation Alternatives and Maintenance

Goal: A multi-modal transportation system will be developed and maintained to meet all needs and which provides balance between motorized and non-motorized travel.

CHAPTER 3.2

DEVELOPMENT POLICIES

The purpose of this Chapter is to set forth the specific policies that advance the goals summarized in Chapter 3.1. These policies address specific use recommendations, development requirements and administrative issues that are important to the ongoing planning agenda of the City.

As discussed earlier, Brooklyn’s Master Plan and the planning process defines the City’s long-term goals, which establish the general framework or vision for the community. It must be recognized, though, that the specific policy directions chosen to achieve the goals may differ widely. A policy is a “course of action (or inaction) chosen by public authorities to address a given problem or interrelated set of problems.”¹ Policy statements are further described as statements of ***intention and direction***, yet such policy statements do not consist of details on the specific means to carry out the policies, such as operational programs and details. Such details are contained in the final chapter of this Plan – 3.3 Implementation Strategies.

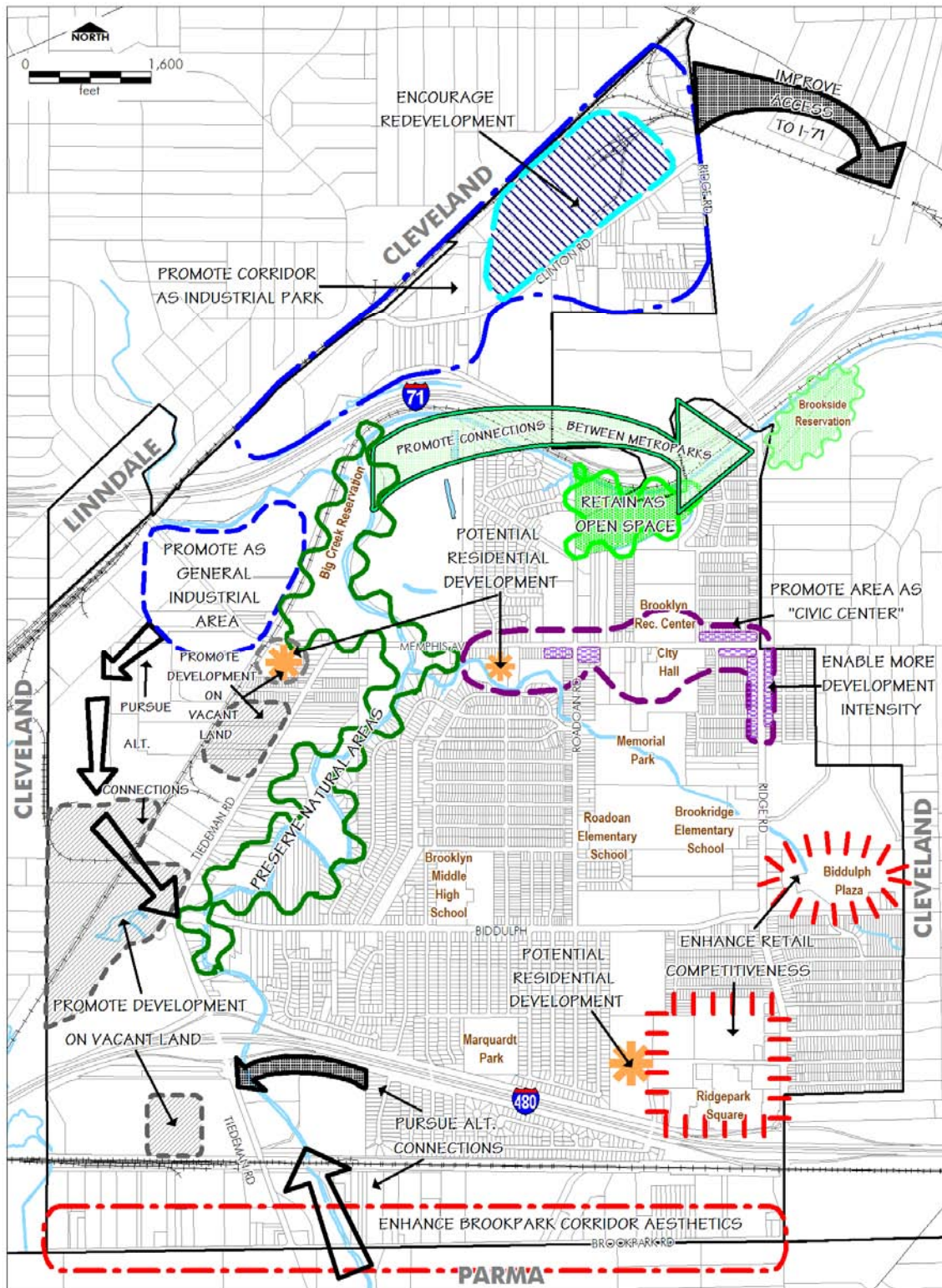
The development policies contained in this chapter are anchored in both a set of values regarding the City’s goals and a set of beliefs about the best way of achieving these goals. They are divided into seven sections that correspond to the goals:

1. Housing/Neighborhood
2. Economic Development
3. “City Center”
4. Community Character and Identity
5. Community Facilities
6. Natural Resources
7. Transportation and Infrastructure.

These policies, illustrated on Figure 1, represent the land use directions to be pursued for various areas of the City. However, there are likely to be other areas of the City, not specifically identified in this Plan, which may be significantly impacted in the future – by new development, future road widenings, and/or increased traffic. Therefore, it is important to continually assess areas along major streets and adjoining nonresidential areas so the City is able to respond when existing development patterns are threatened.

¹ [Definition of Policy Analysis](http://www.ginsler.com/html/toolbox.htm): Dr. Robert Wolf, School of Policy Studies, Queen's University.
<http://www.ginsler.com/html/toolbox.htm>

Figure 1: City-Wide Plan



1. HOUSING / NEIGHBORHOOD

1.1. Promote Housing Choices For All Stages Of Life.

The City supports expanding the diversity of housing options available in the City and will facilitate, where feasible, the opportunity for the development of new types of housing so as to retain existing residents in the community and facilitate reinvestment and upgrades to its housing stock. At the same time, this policy must be delicately balanced by the City's goal of preserving remaining areas of open space.

A. Provide for Larger Single Family Homes.

The community survey results indicate that the most frequent reason for moving out of the City is to purchase a larger house, and over 50% of the survey respondents support the construction of new homes on lots larger than 6,000 square feet. There is a need for “move-up” housing for families who wish to remain in the City. The type of housing needed to serve the market would provide at least 2,000 square feet with at least 3 bedrooms and 2 bathrooms. Unfortunately, since the City has very little land left for development, this objective will be difficult to accomplish. The following strategies support the provision of newer, more modern housing options for young families and older adults:



New construction of a larger single-family home

- 1 Identify additional appropriate remaining vacant or underutilized land that is suitable for providing larger, single-family housing alternatives, and enable private development to meet the needs of this segment of potential home buyers.
- 2 Support the expansion of individual single-family homes when the lot size permits. The zoning code requirements need to be revised to reduce obstacles to such expansion, while still ensuring sufficient separation between units. There have been prototypes developed for expanding smaller homes to provide larger living and eating areas, see Figures 2 and 3 on the following pages. The drawings, developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002, capitalize on the most desirable features of this housing type: a compact floor plan and a first floor bedroom. Many of the bungalow designs show an expanded master bedroom on the first floor, an appealing feature for many home owners. These designs also help to add visual diversity to neighborhoods.

- 3 Support the replacement of individual single-family homes in older neighborhoods - especially where there is a concentration of rental units-- with slightly larger, more modern housing.
- 4 Consider enabling the redevelopment of certain existing residential “pockets” with larger, single family housing units. This policy can be coupled with an aggressive approach to acquiring abandoned homes (in the event this occurs) so to stem the blighting influence of a neglected property.

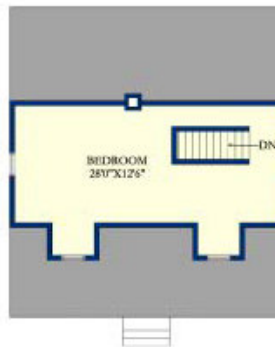
Figure 2: Attic Expansion – Two-Story Gable

In this alternative, a second story gabled addition is added to the front and back of the existing house. The kitchen is relocated to accommodate a new dining room. One bedroom downstairs is retained; this room could also function as a study or a home office. The upstairs has two bedrooms and a bath, plus a study or play area.

- Existing area: 1,242 SF
- Proposed area: 1,424 SF



Existing



Proposed



Source: Developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002.

Figure 3: First Floor Expansion – “Western Bungalow”

This design features a small addition to the first floor; the kitchen is expanded to include an eating area. One bathroom is relocated and a new half-bath is added. There is an optional rear deck. From the exterior, the house is transformed into a craftsman style or “western” bungalow, with overhanging eaves, a full-width front porch and tapered porch columns.

- Existing area: 1,122 SF
- Proposed area: 1,?? SF



Existing



Proposed



Source: Developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002.

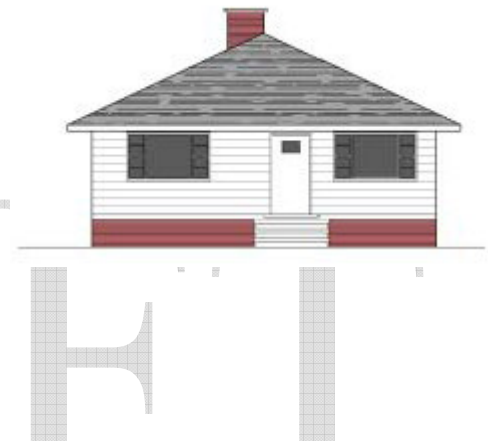
Figure 4: Ranch “Bungaranchalow”

This alternative provides a larger kitchen and a more efficient living and dining area. The front addition offers a new image for the house and creates a large master bedroom. The revised layout allows direct backyard access from the living area via a new rear deck.

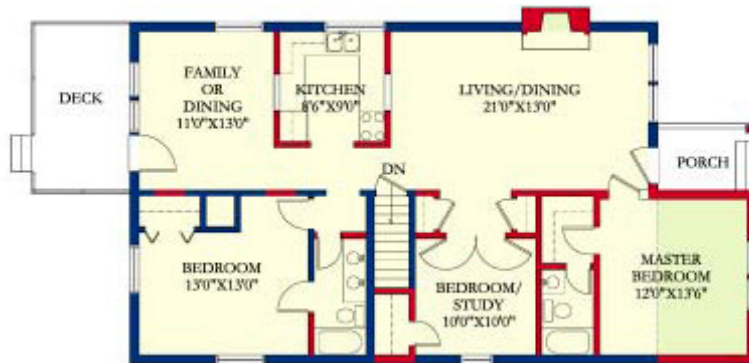
- Existing area: 1,204 SF
- Proposed area: 1,316 SF



Existing



Proposed



Source: Developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002.

Figure 5: Lot Expansion – Attached Garage/Master Suite

This design scheme looks at the possibility of acquiring adjacent lots to expand an existing house. One-half of an adjacent lot could be used to add an attached two-car garage to the house. A half lot on the other side of the house could be used for a master bedroom addition with a full bath and a walk-in closet. These additions could be implemented separately, depending on the availability of adjacent lots.

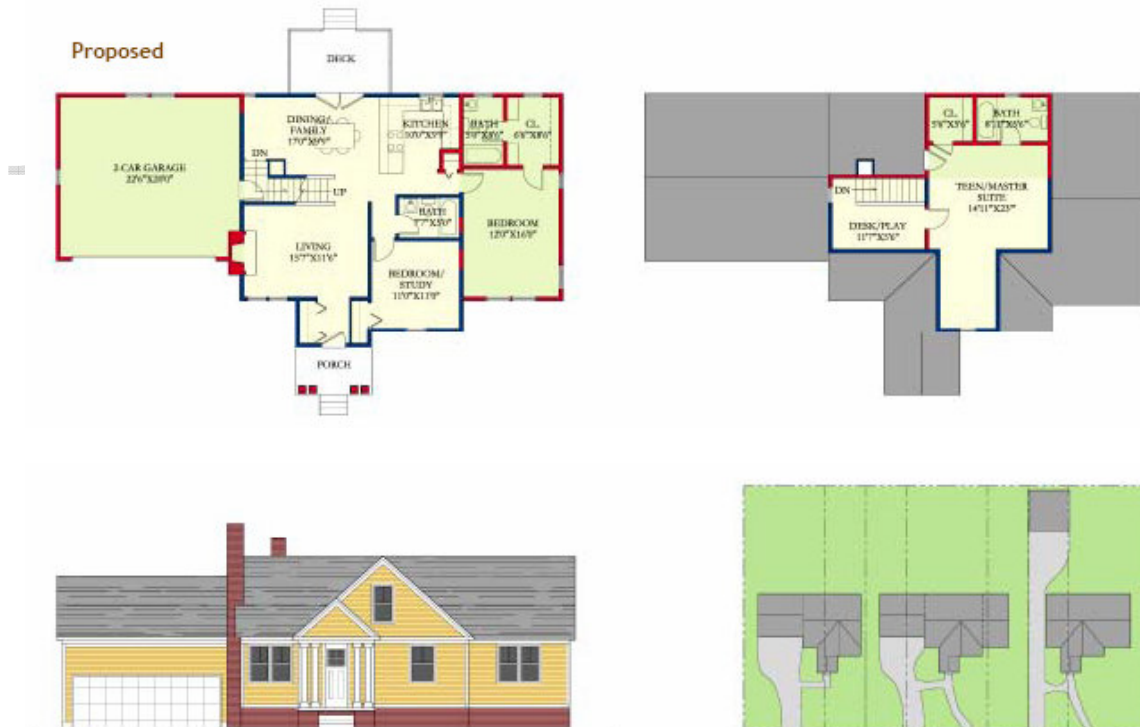
- Existing area: 1,303 SF
- Proposed area: 2,083 SF (340 SF addition, 440 SF garage)



Existing



Proposed



Source: Developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002.

B. Allow for New Attached/Cluster “No Maintenance” Homes.

Encourage the construction of a limited number of new attached and cluster housing in selected locations that can serve as transitions between uses or as infill development, and which can provide for the needs of seniors and others who are looking for maintenance-free living. According to the community survey, there is widespread support for alternative housing options for older adults, including assisted living units, condominiums, cluster housing and apartments.

Identify appropriate remaining vacant or underutilized land that is suitable for providing cluster housing/townhouse alternatives, and enable private development to meet the needs of this segment of potential home buyers. The one location where similar types of development have been proposed – the remaining vacant parcels at the eastern end of Northcliff Avenue – is a prime location for this type of housing: it is close to retail, established bus lines and the highway, and is sufficiently buffered from established single-family neighborhoods.

C. Encourage Infill Development.

Scattered vacant sites can become eyesores in a neighborhood and can be prime locations for development. At the same time, infill development needs to be sensitive to the existing housing character nearby.

D. Mechanisms to accomplish these policies include:

- 1 Continue to explore locations for future residential development. Some vacant land in the City is appropriate for a range of uses, depending on the orientation of the buildings, landscaping and buffering and access to the existing street system. For example, vacant land at the north end of Tiedeman along Memphis Avenue, currently zoned for commercial, could be developed with multi-family or cluster housing that is more oriented to the interior of the parcel if the access issues can be solved. Other locations, because of topography and other environmental constraints will only be developed if regulations for development are made more flexible to allow for more creative layouts. This includes parcels in the “City Center” area along Memphis, especially in the vicinity of Roadman that are traversed by Stickney Creek.
- 2 Establish Planned Residential Development (PRD) Regulations. PRD regulations are a means of enabling increased flexibility in terms of the arrangement and mix of residential uses. Because there are very few sites left for development, and some of the remaining areas have environmental constraints, PRD regulations would enable flexibility and allow for preservation of a site’s unique natural features as permanent open space. Such new zoning regulations would include the following principles:
 - Control the density while allowing greater flexibility in the placement of dwelling units. This enables developers to design around and therefore conserve landforms, trees and other natural features and protect streams, etc. Requiring the establishment of a homeowners association ensures maintenance

and preservation of these features when they are preserved as natural open space.

- Permit greater flexibility in the arrangement of dwelling units by not requiring all units to be on lots. It is important to provide flexibility in the arrangement of units so that development can be designed around natural features that are to be preserved.
 - Whenever a development site includes sensitive natural features, encourage those areas to be set aside as common, “restricted” open space, without lessening the development potential of the site.
 - Require the perpetual maintenance of common open space. Include requirements for the establishment of a homeowners association to protect and maintain the open space. Require the homeowner’s association covenants and restrictions to be submitted at the time the proposed project is reviewed by the City.
 - Establish the PRD as a permitted development option in the SF-DH and DH zoning districts, with specific development standards to ensure compatibility with neighboring residential development.
 - Establish procedures for the Planning Commission to review and approve developers’ plans to ensure that the objectives of the PRD regulations are accomplished with each proposed development.
- 3 Expand the averaging provisions in the Zoning Code to allow infill development to have the same side and rear yard setbacks that are typical for the surrounding homes. The zoning regulations current include an averaging provision for the front yard setback.

1.2. Enhance the Quality of the Neighborhoods.

Context affects the market value of a house. A beautifully rehabbed bungalow will still lack market appeal if the surrounding neighborhood is not attractive to prospective residents. There are a number of well-kept neighborhoods in the City, as evidenced in the photos below, yet the quality of a neighborhood can quickly deteriorate if homes and properties are not maintained.



A. Encourage Home Ownership.

According to a recent poll conducted by the Homeownership Alliance, a majority of Americans believe owning their own home leads to personal financial security, improved school performance for their children and greater community involvement. The poll also finds that homeowners as a whole are more likely to vote.

- 1 Provide Education Opportunities. Provide housing seminars for first time home buyers, to educate buyers on the assistance available from various state/local programs, the rights of the buyer, details on mortgages and lenders, etc. These could be coordinated with area realtors and banks.
- 2 Encourage multi-family developments to provide ownership of units. There are already a number of rental apartments in the City. In recent years there has been growing acceptance of condominium ownership of townhouses and other forms of multi-family housing.

B. Encourage Property Maintenance, Repair and Rehabilitation.

- 1 Increase enforcement of current maintenance regulations.
- 2 Continue the City's housing inspection programs and consider expanding to include regulations for rental units.
- 3 Provide access to home repair and loan programs for homeowners of modest incomes that can make it more feasible to keep properties in good repair. Over 70% of the community survey responses were in favor of providing community funding for such programs for residents.



- 4 Provide educational seminars (or encourage the establishment of a non-profit organization to provide them) on home maintenance and repairs.
- 5 Recognize property owners who provide exemplary “curb appeal” and/or major home renovations. Work with area businesses to sponsor a home improvement/recognition program of such properties.

C. Continue and, where possible, Expand City Services That Benefit Residents.

City services for older residents such as grass cutting and snow removal help older and less independent residents stay in their homes. Other services such as mosquito control and animal control help maintain residents' quality of life. According to the community survey over 80% of the respondents supported an increase in the City's effort to control mosquitoes, while more than 65% supported an increase in control of wild and domestic animals.

1.3. Provide Safe Travel Environments In Residential Areas.

A connected community brings residents together through a local and citywide system of pedestrian walkways, bike trails, public transit opportunities, and functional streets for vehicles. Yet, spillover of vehicle traffic into the neighborhoods is a safety and quality of life concern that jeopardizes connectedness. Such situations require the City to better manage local traffic flows and to preclude non-residential traffic from using the City's local streets as a way of avoiding congested main roads. Doing so will improve connectivity and help to link neighborhoods and places to one another, and to open spaces, bike trails, and other desirable recreational/outdoor places, and to transit. Well-connected neighborhoods that are safe for residents, pedestrians and cyclists encourage social interaction and cultural events, allow outdoor experiences to be more spontaneous and accessible, decrease pollution by encouraging alternative transportation modes, and allow for healthier lifestyles by allowing walking and bicycling.

A. Reduce cut-through traffic in residential areas.

- 1 Limit turn movements off major arterials during busy travel periods.
- 2 Consider end-of-street closures (i.e. cul-de-sacs) on designated local streets for possible conversion to pedestrian plazas, especially along Ridge Road, in the vicinity of Ridge Park Square.
- 3 Evaluate the feasibility of traffic calming mechanisms for problem areas—speed humps and other local street design strategies that seek to slow traffic down in residential neighborhoods. See Appendix I for details on the various traffic calming measures available.

B. Monitor and quickly address deteriorating street and sidewalk conditions in neighborhoods on a systematic basis. According to the community survey, the conditions of the streets and sidewalks in certain neighborhoods were a concern of residents.

- 1 Formalize the Five-Year Capital Improvement Plan and annual street inspection using project planning/database software. While the City currently conducts an annual street inspection, utilizing a comprehensive database of street statistics coupled with the inspections will ensure that street repairs and maintenance are handled systematically on a rotating basis. Encourage service workers to make notes of street conditions while conducting trash pickup and other routine repairs in neighborhoods.
- 2 Encourage participation in the City's hazards 'hotline' where residents can call in or log on to the City's website



to report problem areas, and make sure the location on the website can be found easily by residents.

C. Make the City more bicycle-friendly in order to increase the percentage of trips made by bicycle. The term “bike planning” is used to describe the process of improving the safety and “ridability” for bicyclists. This involves keeping bicyclists' needs in mind when building new streets, repaving existing streets, designing bike lanes, paths, and routes, installing bicycle parking and implementing bus transit projects. Increasing biking as a form of transportation provides a number of benefits: improves health and well-being by promoting routine physical activity; reduces congestion by shifting short trips (the majority of trips in cities) out of cars; and increases independence, especially among seniors and young people; by providing a greater choice of safe travel modes. In addition, research shows that increasing the number of bicyclists on the street improves bicycle safety. Many Brooklyn neighborhoods are already conducive to cycling because of their compactness with few major streets dissecting them. Additional steps to increasing the “bikability” of Brooklyn include:

- 1 Planning, designing and signing (making the public aware) a bicycle route network, especially one that connects neighborhoods to each other and to major community facilities, See Appendix J for more details on bike planning;
- 2 Installing bicycle parking, and other bicycle amenities in key locations;
- 3 Promoting bicycling in the City through flyers and events, including co-sponsored events with the schools aimed at encouraging school children to ride their bikes to school;
- 4 Encouraging linkages with neighboring cities and existing bike/trail systems to create a regional approach to a connected bike/trail system; and
- 5 Establishing a plan for obtaining the funds to implement the above items. It's easier to get funding to pay for bicycle facilities when the facilities are part of an overall plan.



2. ECONOMIC DEVELOPMENT

2.1. Preserve And Enhance The City's Non-Residential Tax Base.

As a built-up community, the City must be strategic about the use of any remaining vacant land and pursue the redevelopment of areas that are currently under performing or are not fully utilized. Following are a range of policies that are intended to spark reinvestment in the community in order to remain economically competitive. These key strategies are summarized below.

A. Retain Existing Industrial, Office and Commercial Establishments.

- 1 Work with the Chamber of Commerce to periodically assess the needs of the existing employers and to maintain a flow of communication and foster relationships between the City, the Chamber and businesses.
- 2 Continue to meet periodically with Chamber representatives to identify issues and possible strategies to encourage business retention and expansion and to provide an ongoing mechanism for communicating with the businesses in the City.
- 3 More fully fund the Economic Development Coordinator position and reposition it to better enable the administrator to meet the needs of existing businesses as well as to actively recruit new employers to locate in Brooklyn.

B. Enhance the Competitiveness of Retail Areas.

The City must ensure competitiveness of retail by working with owners to upgrade the quality and design of retail areas (store size, site arrangement, parking and additional landscaping) and by assuring that retail uses have minimal impacts on adjacent residential areas.

- 1 Promote occupancy of existing retail centers to ensure their viability and encourage/improve the management, store mix, and physical conditions of existing retail centers. Expansion of retail zoning should not be encouraged outside of areas identified in this Plan.
 - Work with the Chamber to promote available tenant space. The City's website can be utilized for this purpose.
 - Promote the locational benefits of the City – highway access/visibility, and other benefits such as workforce availability, and expansion potential.
- 2 Attract modern retail facilities where they are most needed and where they will best complement existing retail centers and adjacent uses.
 - Consider adopting “Design Guidelines” for the retail areas as a proactive strategy for attracting the type of redevelopment desired for the community and enhancing the quality of the built environment. The goal is to create a distinctive look for the community. Consider an appropriate design review process to ensure that commercial development projects are attractively designed and compatible with the community's development goals.
 - Target areas needing a “design facelift” for assistance: Provide financial or technical assistance to business or property owners whose properties have not been upgraded in some time and/or those that are in violation of the City's building codes.

C. Attract New Businesses Desired by Residents/the City.

While the City is served by an abundance of retailers, a relatively high proportion of this retail provides goods and services directed to the regional market. To ensure that the retail and service needs of local residents and employees are met, the City will periodically consult with the residents on retail to determine unmet needs.

- 1 Unmet needs that were identified during the planning process include:
 - Encourage health care providers (doctors, dentists, and eye doctors) to locate in the community.
 - Encourage and support locally-owned service-oriented businesses including hair salons, funeral homes, florist, veterinarian care, and day-care providers.
 - Attract family restaurants, coffee shops, and other dining options within the “City Center” district so that residents can stay in the community when dining out and business meetings can be held locally. Develop sidewalk café provisions and work to facilitate the addition of sidewalk cafes where feasible.
- 2 Limit the establishment of any more big-box retail stores to the Brookpark Road Corridor, where these uses already are concentrated. Influence the quality of this development through the adoption of “Design Guidelines” as discussed above.

2.2. Improve the visual aesthetics of the commercial streetscapes/corridors.

Concentrate on the visual appearance of the corridor and work to improve the streetscape. While the major retail corridors – Brookpark Road, and portions of Memphis Avenue and Ridge Road – are largely automobile-oriented, pedestrians use the sidewalks and take advantage of the RTA bus routes. The use of near the sidewalks and improving the visual quality will enhance the overall image of the City of travelers along the major streets as well as residents.

A. Enhance the Streetscape.

Enhance commercial areas with pedestrian walkways and landscaping: Encourage walking and discourage short vehicle trips where neighborhoods are adjacent to commercial/retail areas by working to retrofit existing large-scale retail areas with additional greenspace and landscaped walkways.

- 1 Achieve attractive design in road projects by using brick pavers at intersections and crosswalks, landscaping and other amenities that enhance visual quality— Brookpark Road, Memphis Avenue and Ridge Road are high priorities for streetscape improvements.
- 2 Bury of overhead utility lines when feasible to contribute to a more coordinated, less cluttered appearance.
- 3 Provide unifying elements to the streetscape: coordinated banners placed at intervals along the corridor provide a unifying image.
- 4 Adopt specific front yard landscaping requirements and requirements for the planting of street trees to be imposed on property owners whenever property is developed, redeveloped or other major investments made to the property.

B. Develop and Implement Commercial/Industrial Design Guidelines.

As noted earlier, develop and implement commercial and industrial design guidelines in order to create more cohesive districts. These guidelines will provide a framework that supports and enhances a coordinated appearance of buildings within a commercial and industrial corridor.

C. Review and improve parking/landscaping requirements for the General Business (G-B) District. Review will include an analysis of number of parking spaces and enforcement of required parking lot landscaping. Currently, the City's Planning and Zoning Code requires properties with a business or industrial zoning classification to have a percentage of parking lots for thirty or more vehicles designed with planted islands.

- 1 Update the zoning code to require nonconforming parking lots to be redesigned to comply with the landscaping requirement whenever the property owner makes building or site improvements.
- 2 Conduct an inventory of commercial sites to determine which are nonconforming, and to keep track of the nonconforming properties as new investments are made.

D. Investigate, identify and provide financing opportunities to assist property and business owners to implement recommended actions. Area businesses will be more likely to participate in a streetscape and building improvement program if there is outside financial support. Assist property and business owners in investigating, identifying and providing financing opportunities. This is one of the many potential responsibilities of an Economic Development Coordinator.

2.3. Pursue Selective Redevelopment Opportunities.

A. Redevelop large vacant or underutilized structures, and facilitate the turnover of undeveloped or underutilized property to developers who would be willing to work with the City to achieve its development objectives.

B. Carefully plan for long-term development/redevelopment possibilities. Specific locations have been identified for redevelopment consideration and are discussed below.

C. Establish a Land Bank. In some locations, parcels will first need to be consolidated into development sites that meet the needs of the intended users in order to then be redeveloped. In 1976, Ohio adopted Chapter 5722, Land Reutilization Program, which enables any Ohio municipality to establish a land bank for purposes of acquiring, managing and disposing of delinquent land to reinstate such properties to tax revenue status. Property housed in the land bank is acquired by way of a Sheriff's sale or as a gift in lieu of foreclosure. Other state statutes enable the City to acquire land at market value. Further study is needed to determine the mechanism for creating, operating and funding a land bank.

D. Ensure that new development/redevelopment is environmentally-friendly and encourage the use of green building principles. KeyCorp's 750,000-square-foot technology and operations campus has incorporated many "green building" techniques and in 2005 earned LEED certification from the U.S. Green Building Council (USGBC).

Additional Policies for Specific Locations.

The above policies are generally applicable city-wide to commercial and industrially-zoned/developed properties. In addition, certain locations have unique characteristics that are addressed more specifically below.

2.4. Brookpark Road Corridor:

A. Coordinate with the City of Parma to develop a coordinated streetscape appearance of Brookpark Road. Partner with the City of Parma to develop and implement a program to address the physical appearance of the corridor. Work to achieve the same or similar improvements so as to present a coordinate appearance.



B. Encourage the redevelopment of marginally utilized properties.

C. With the closing of retail stores, there is an opportunity to redevelop certain properties that are presently underutilized and/or vacant. Working with the Chamber of Commerce, the City will maintain an updated system of available properties.

2.5. Memphis Avenue West End:

A. Promote this entire area as a general industrial district.

In order to maximize the development potential of this area, warehouses, truck terminals, general industrial development will be encouraged. In order to accommodate such development, parcels currently zoned G-B General Business will be rezoned to the G-I General Industrial District.

B. Improve the area's appearance from the street.

- 1 Encourage existing property owners to eliminate outdoor storage from view from the street by relocating the goods/equipment to another location on the site and screening the view.
- 2 Revise the existing G-I General Industrial District regulations to address outdoor storage. Outdoor storage is a permitted use in the G-I district, but there should be regulations governing the placement and screening of outdoor storage. Regulations could be adopted that restrict the amount, height, and/or location of outdoor storage and require specific screening elements.

C. Improve access to potential development sites.

Consider establishing, or encouraging developers to establish, street access to developable yet inaccessible land. . This will enable the future subdivision of development sites and could potentially reduce the need for new curb cuts onto Memphis. See also Section 7 Transportation in this Chapter for further discussion of potential street connections.

2.6. Tiedeman Road Industrial Corridor:

Promote development on vacant land already zoned for commercial or industrial use.

Land that is already zoned for nonresidential use enables development to occur relatively quickly instead of waiting for rezoning. Therefore, the City can continue to market this area for development.

Uses promoted in these areas should have as little additional impact on the residential uses on the east side of Tiedeman, such as:

- A. A mix of office and light industrial uses that create a campus-like environment.
- B. Uses that operate in a clean, quiet manner entirely within enclosed structures.

2.7. Clinton Road Industrial Corridor:

A. Designate and market Clinton Road as a formal industrial park.

The priority of this objective is to create an identity for this industrial area and to market that identity to potential businesses. This will improve the City's ability to attract new business. Currently, this area acts as clusters of industrial businesses rather than a unified entity that could be marketed as a "park".

- 1 Create a unique image/branding for the industrial area, with special gateway features and signage to reinforce the industrial park's identity. Work with private owners to enhance gateways.
- 2 Work with the Chamber of Commerce to determine the range of uses that should be pursued that would be compatible with and support existing viable industries in the area.
- 3 Utilize the Economic Development Coordinator position to aid in marketing the area. Assist in marketing location opportunities in the industrial park and other areas of the City in newly prepared marketing materials.

B. Improve the streetscape along Associate Avenue.

Work with local business owners along Associate Avenue to help improve the physical appearance of the streetscape.

C. Improve truck access to the area, so that trucks are not disruptive to Ridge Road and surrounding areas. The Clinton Road corridor is sufficiently wide to accommodate truck traffic. However, trucks must travel through mixed residential areas along Ridge Road and West Boulevard in nearby Cleveland to access Clinton Road. Because traffic congestion along Ridge Road, especially at the I-480 ramps, is already a commonly-noted problem by residents; it is essential to avoid exasperating the problem with new development to the Clinton Industrial Area.

- 1 Explore ways to improve the road network and provide alternative access routes for truck traffic, in order to minimize impacts on the surrounding areas.
- 2 Explore the potential to access the Denison entrance/exit ramp in nearby Cleveland, especially in conjunction with the Stockyards Neighborhood study to be conducted by the Stockyards Redevelopment Organization, WIRE-Net, and Kent State University's Urban Design Center. There is an opportunity to connect Clinton Road to the Denison I-71 access ramp following the Norfolk Southern railroad tracks. This potential transportation connection would bolster the industrial development and activity both in Brooklyn and neighboring Cleveland.

D. Encourage and Promote the Redevelopment of the Weston Property.

As noted in Part 2, the facilities on the 58-acre Weston site are not fully occupied, which is likely due in part to the building's configuration, which was designed for manufacturing processes prevalent in the 1950s. Many operational aspects of manufacturing have changed, which results in different building requirements, floor area configurations, and updated systems, among other things. In addition, with the increase in automation, the parking needs for industry have declined allowing for a greater portion of a development site to be used for building floor area.



Figure 6
Conceptual Layout for Redevelopment of Weston Site.



The Weston site is large enough to resubdivide into smaller parcels that are more suitable for contemporary establishments. There may also be the opportunity to combine adjacent parcels to further enlarge the redevelopment site.

In order to facilitate redevelopment of the Weston Property:

- 1 Explore funding for Brownfields Redevelopment.
Explore the availability of assistance and funding for brownfields redevelopment - for use at the Weston property and other properties throughout the industrial corridor. The Brownfields Revitalization Act was designed to assist in the redevelopment or reuse of properties which “may be complicated by the presence of potential presence of a hazardous substance, pollutant, or contaminant”. See Chapter 3.3 for strategies for obtaining funding.
- 2 Facilitate the development of flex-office/warehouse/light industrial space.
 - Revise the zoning code to clearly include flex-office/warehouse/light industrial uses in designated industrial areas. This will entail revising some of the development standards as well so that more intense development of the land can occur. For example, the maximum allowance of 25% lot coverage for principal buildings severely limits the development of industrial uses that tend to cover a larger portion of the site.
 - Conduct economic development outreach efforts to attract smaller “flex” tenants to the City as a way of diversifying the office and industrial mix. The smaller tenants that occupy flex space would include growth-oriented services and distribution companies that are more likely to expand over the long run.

3. “CITY CENTER”

3.1. Create a Center/Focal Point for the City and its Residents.

Create a community focal point and gathering place by concentrating a mix of uses within a compact land area in order to provide residents with jobs, shops, and services within walking distance of their homes or reachable by public transportation, and characterized by a cohesive design which helps create a sense of identity and place.

The Municipal Complex on Memphis Road is the preferred location for a “City Center”. This area is already the central area of the City with the concentrations of civic uses – City Hall, Recreation Center, Senior/Community Center, Veterans Memorial Park, and a number of churches. This area is to be enhanced to create a greater “sense of place” and increase community identity for residents. Encourage and permit the creation of a pedestrian-oriented, mixed use area. This policy is expanded upon later as one of the Focus Areas.

3.2. Promote this Area as a Mixed-Use “City Center”.

Market the “City Center” as a mixed-use area with community facilities and a niche for small offices and local retail, emphasizing walkability, pedestrian charm, and visual character.

General characteristics of the mixed-use center include:

- A. High-density compact development that is concentrated and designed to encourage walking and interaction between uses.
- B. A mix of uses in multi-story buildings that are devoted to retail uses on the ground floor and offices and/or residential uses on the upper stories.
- C. Integrated design that links signage, landscaping, building design, and circulation.
- D. A community focal point around which land uses are arranged or that creates a visual link or a community gathering spot. The existing concentration of City Hall, Senior/Community Center and Recreation Center serve as the focal point to be reinforced.
- E. Adequate parking that does not dominate the streetscape, yet is sufficient for the types of uses in the district. On-street parking could be provided – this type of building arrangement continues to do well in Cleveland Heights and Lakewood. Newer development in other communities is replicating this concept.

3.3. Encourage infill retail/office development along Memphis Avenue at the Rodoan and Ridge Road intersections and along Ridge Road.

A. Increase retail and office uses in this area.

Reinforce the commercial districts at these two intersections to increase the amount of retail and office floor area in this area.

- 1 Promote redevelopment/renovation of structures to increase the density in this area.
- 2 Compact buildings that replicate the typical “main street” design of buildings side-by-side are preferred while single-use freestanding buildings are less desirable.
- 3 Market this area for local appeal, in contrast to Ridge Park Square, Biddulph Plaza, and Brookpark Road, which include many regional-oriented establishments.

Commercial uses are encouraged between Amber and Ridge on the north side of Memphis Avenue. There are currently three single-family homes located in this block, but they are sandwiched between vacant parcels and have commercial uses directly across the street. With these conditions, this area is not conducive to single-family residential.

B. Incorporate the Commercial Frontage on Ridge Road into the “City Center” area.

There are a few blocks of commercial establishments along Ridge Road at or near the Memphis Avenue intersection. These existing structures should be incorporated in the design of the larger City Center area.

3.4. Develop a new Mixed Use Zoning District with related design guidelines.

In order to enable the creation of a “mixed use” city center district, the zoning code will require a new zoning district that enables a more urban environment, including placement of buildings at the street. Office and retail uses are permitted in the R-B Retail Business District, but apartments

are not. These district standards also are not conducive to creating the type of space anticipated: the current district limits the amount of building coverage to 25% of the site and requires a 30-foot building setback.

A. Elements of a new mixed use district include:

- 1 Permit apartment units to be located above the first floor of retail buildings.
- 2 Do not permit large-scale users like hospitals and automobile sales, and uses that are not conducive to a neighborhood retail area such as adult entertainment establishments – uses that are now either permitted or conditional uses in the R-B Retail Business District.
- 3 Allow buildings to be built side-by-side with no side yard setback – except when located adjacent to a residential district.
- 4 Require parking lots are to be located behind or to the side of buildings to reduce their visual presence at the streetscape.
- 5 Reduce the amount of parking spaces required, anticipating that some customers will walk or arrive via bus.

B. Avoid Haphazard Development.

Utilize the elements of the new mixed-use district to avoid haphazard single-use suburban retail development along Memphis Avenue. The design guidelines discussed above for the new mixed-use zoning district respond to this issue.

3.5. Establish design guidelines for buildings and streetscape improvements.

Building design is important to convey the image of a compact, dense pedestrian environment. This type of new urbanism, which mimics the designs of older “main streets” with buildings close to the sidewalk and parking to the side, is already evident in the way the southwest corner of Memphis and Ridge is built.

Encourage a cohesive building and site design scheme throughout the district. New buildings should incorporate special elements - architectural features, etc and pedestrian improvements as part of a new streetscape plan for the area. Specific requirements include:

- A. Require buildings to have a minimum height, with a minimum of two-stories or at least the appearance of two-stories.
- B. Require buildings to have display windows at street level.
- C. Require coordinated signs and amenities such as benches and lighting.

3.6. Promote medium-density townhouses and apartments.

Vacant land outside of the areas designated for retail/offices is suitable for townhouses and apartments. This will add to the residential density in the area that will help support the commercial uses. Specifically, the location, on the south side of Memphis Avenue, west of Rodoan, comprising a total of approximately five acres, is already zoned for multi-family.

3.7. Increase opportunities for public interaction.

Identify and establish a program for enhancing the City Center's role as an activity center for fairs and festivals, live entertainment, and other street activity on a regular basis. As home to the municipal buildings, the City already has a substantial thematic base on which to build.



3.8. Assist with Development of Local Businesses.

A. Make certain technical resources are available to existing and potential small businesses that add value to the City's retail mix. Such resources might include merchandising expertise, business planning, market research, building improvement loans, and operating capital, packaged to appeal to typical small business concerns in Brooklyn. This program could be run by a cooperative effort between the City and the Chamber of Commerce.

B. Conduct pro-active efforts to identify and recruit local residents as potential entrepreneurs to operate niche businesses, with the assistance of an Economic Development Coordinator.

4. COMMUNITY CHARACTER AND IDENTITY

4.1. Promote the “Small Town” Atmosphere.

The City of Brooklyn is known as a small town surrounded by a big city. With its own school system and compact neighborhoods, residents have tended to know one another. For many, this is a characteristic that should be preserved.

A. Continue to conduct community events that bring residents together and reinforce a sense of community. Coordinate with the schools, churches, businesses and other community facilities to conduct a range of activities.

B. Research and expand the number of nontraditional community events to provide variety and interest. Such events include: ice sculpting contests, car shows, etc.

C. Continue to provide the community newsletter so residents and businesses are aware of developments occurring in the City.

D. Increase the number of neighborhood meetings between elected officials and residents to maintain communication.

E. Establish/expand opportunities and programs for youth to provide community services to and interact with older residents, such as a “chore program”. This type of service program could be coordinated with the high school and could be a mandatory requirement for graduation.



4.2. Enhance the Visual Quality of the City.

A. Enhance Gateway Entrances and Image-Making Locations.

Brooklyn contains many points of entry and several prominent hubs which contribute to residents’ and visitors’ image for the larger area and the City in general. These points of entry create an identity of the community as perceived by those that reside in the community and those that travel through it.

The locations of these gateways are listed below:

Primary Gateways:

- Memphis Avenue, East at Linndale border
- Memphis Avenue, West at Cleveland border
- Biddulph Road, East at Cleveland border
- Brookpark Road at the Parma/Cleveland Eastern border



West end of Memphis Avenue at city boundary, looking west.

- Brookpark Road at the Parma/Cleveland Western border
- Ridge Road, at the northern border with Cleveland

Secondary Gateways:

- I-480 Entrance/Exit at Tiedeman Road
- I-480 Entrance/Exit at Ridge Road
- East side of Ridge Road north of I-480



Existing entryway feature at northeast corner of Biddulph and Tiedeman.

B. Enhance gateway signage and upgrade areas that serve as entry points to the City (e.g. I-480 Exit Ramps). Upgrade areas that function as the City's key entry points in order to achieve an improved image. The character of the gateways and the quality of the development on these major routes in the City create an overall impression of the community for visitors and residents alike and should be tended to and enhanced where possible. Improvements at secondary gateways should be similar to and consistent with primary ones, but should be smaller in scale. Additional signs should be balanced against cluttering the roadway.

C. Establish uniform guidelines/standards for gateways that represent a consistent positive image of the community. Ensure that gateway signs and amenities are attractive, consistent in appearance and design, and well-maintained.

Components to consider include signage, landscaping, public art, and lighting, among others.

1 Coordinate signage:

- Introduce and enhance "Welcome to Brooklyn" signs at primary gateways, incorporating the City logo.
- Consider directional/corridor signs and/or "district" banners for key locations within the City, such as City Center complex, and along key corridors such as Memphis Avenue, Biddulph and Tiedeman Road.
- Explore developing uniform signage for business parks and industrial park entrances.
- Consider installing banners on utility poles at the gateways to announce the entrance or exit of the community.
- Encourage use of ground signs.



- 2 Add attractive landscaping:
 - Add planter boxes, seasonal flowers, evergreens and shrubs.
 - Consider the use of decorative fencing to frame the gateway entrance.
 - Require decorative fencing to separate parking areas from pedestrian sidewalks.
 - Include brick pavers, stone walls, and decorative rocks as design elements.
 - Establish a street tree program and promote a tree planting program.
- 3 Lighting:
 - Add strategic lighting to allow 24-hour readability of the gateway signage.
 - Consider street lamps with character and style.
- 4 Overall Upgrades:
 - Upgrade the physical appearance of the roadway including street pavement, curbing, and sidewalks, and treelawn area.
 - Explore funding sources in which to finance these coordinated gateway improvements.
 - Coordinate installation and maintenance efforts with neighboring businesses and properties in locations where gateway improvements are on private property, including but not limited to obtaining an easement or another form of agreement.

D. Enhance the Streetscape along Key Corridors – the public area.

- 1 Upgrade the physical appearance of the corridors including street pavement, curbing, sidewalks, and tree lawn area.
- 2 Consider installing banners along key corridors to provide a unifying appearance.
- 3 Construct small parks and plazas in busy commercial areas as a transition from the commercial area to the residential areas.
- 4 Provide more public spaces for residents and invest in banners and planters for the City’s public areas.



E. Enhance the “Front Yards” of Properties along Key Corridors – private property.

- 1 Require all new development to provide sufficient landscaping on site and, when necessary, appropriate landscape buffers adjacent to residential uses. Strengthen the landscaping requirements in the Zoning Code for all commercial improvement

projects to “soften” the impact of parking and other aspects of large-scale projects. Enhanced landscaping also has the desirable benefit of diverting storm water away from the storm sewer system.

- 2 Require new development to employ quality materials and architectural design to provide a compatible and harmonious image for the City.
- 3 Establish a systematic approach for addressing areas of the City that are suffering from disinvestment and/or poor property maintenance.
- 4 Work to reduce the visual and noise impact of major highway and rail corridors, including promoting the underground installation of utility lines whenever development, redevelopment or roadway improvements are undertaken.

4.3. Conserve Existing Features that Contribute to the Character of City.

Educate property owners about the benefits of conservation easements, and encourage property owners to consider establishing conservation easements on those portions of their properties that include sensitive or otherwise key natural areas.

The Big Creek is a defining natural feature that should be preserved. At the Creek’s northern and southern ends in the City it connects to preserved open space. The Metroparks and others have designated the section in between as an area for preservation/conservation. The community survey results also indicate that residents have a desire to preserve remaining areas of open space.



A fact sheet on conservation easements and how they function is included as Appendix K

4.4. Encourage a Sense of Pride in the City.

Promote the maintenance and upkeep of all properties so that residents and business owners develop and maintain a pride in the community.

5. COMMUNITY FACILITIES

The quality of life in a community is evidenced by many attributes, including the attractiveness of the built environment, the availability of open space and recreation options, and the quality of municipal services.

5.1. *Increase And Diversify Recreation Opportunities*

- A. Continue to pursue renovation of and updates to the existing recreation center. The survey responses indicate that residents appreciate having a community recreation center but acknowledge that the older structure requires some updating to make it more responsive to the needs of residents.
- B. Reevaluate the recreation and continuing education programs offered. Work with the schools to determine the types of programs most desired by residents.
- C. Provide for teen-oriented activities that would include recreation and other types of activities geared to the community's teenaged children, including bandjams, middle school dances, talent shows, teen excursions, and teen leadership clubs.
- D. Encourage private recreation or amusement facilities (such as "rock-climbing" walls, laser tag, etc) in some of the commercially-zoned areas that would provide additional activities for teens and young adults.
- E. Make better use of Marquardt Park.
 - 1 Host more organized community events at the park to provide more exposure.
 - 2 Improve the existing walking trail in the wooded area.
 - 3 Pave the neighborhood access path that connects the neighborhood streets to the park.

5.2. *Create And Promote Use Of Pedestrian and Bike Trails*

- A. Designate a network of bike and pedestrian routes between the City's neighborhoods and the various recreation and community facility sites in and around the community. Outside (State or County) funding is available for bicycle routes on State routes. Alternatively, it may be more feasible to establish bicycle routes on the City's local residential streets, however, local funding would be the primary source of implementation funds.
- B. Encourage linkages with trails and routes in neighboring communities especially where the City can gain access to the Cleveland Metroparks with a trail link.

5.3. *Support the School System.*

- A. Continue partnerships between the City administration and school district, and between employers and the school district. Ensure that labor supply issues are addressed through

educators. Work closely with area colleges, state vocational / technical training programs, and local manufacturers to ensure that labor supply issues are being addressed. In this way, City efforts will add value to local companies' own efforts at labor recruitment.

B. Support a continuing education program for adults, utilizing the resources (buildings, staff, etc) of the school system. This could include workforce training to meet the needs of existing or potential businesses/industries.

C. Promote student and teacher successes in community newsletters.

5.4. Maintain a High Quality of City Services and Safety Forces.

A. Ensure there is adequate funding for these services by evaluating fee structures and eligibility criteria, and adjusting as needed.

B. Promote a high quality customer service attitude among City employees. Consider conducting "customer service" seminars to enhance the philosophy the government exists for the benefit of the community and its residents. Frequent communications (including neighborhood meetings) with residents enhances the residents' understanding of governmental functions.

C. Evaluate problem areas related to theft, bullying, etc in the schools, parks and retail areas and establish a community policing approach to reduce problems.

6. NATURAL RESOURCES

6.1. Protect the Natural Resources on Remaining Undeveloped Areas.

A. Establish Land Disturbance Regulations.

Regulations and a permit process for land disturbance so that sites are more sensitively developed around existing natural features and impacts to natural resources will be minimized. These regulations are instrumental in ensuring that whenever site preparation occurs, the proper measures are in place to prevent soil erosion and reduce the potential for flooding.

B. Adopt Riparian Setback regulations to preserve and enhance Big Creek.

Riparian Setbacks ensure that buildings and parking areas are located far enough from streams and other water bodies so that water runoff from the development does not damage the natural systems.

Incorporate Riparian Setback Regulations into the City's zoning regulations to protect lands adjacent to Big Creek and



other streams and to help prevent the proliferation of development related impacts such as flooding. Utilize these regulations to educate property owners about the importance of preserving riparian areas and to encourage their support and cooperation.

C. Establish tree replacement regulations so that trees that are destroyed during construction will be replaced.

D. Maintain installed landscaping placed in the public right-of-ways.

6.2. Conserve the Big Creek and Its Tributaries.

Residents of Cleveland's Old Brooklyn neighborhood are pursuing the establishment of a non-profit watershed partnership to work toward the preservation of the Big Creek, and pursue connections between the various Metropark Reservations located along the Big Creek. This stream should be protected from any potential negative impacts from future development near the Creek.

A. Provide environmental regulations or other mechanisms for the protection of the stream, including establishing riparian setbacks and steep slope regulations – see above.

B. Participate in establishing the nonprofit organization “Friends of the Big Creek” and assist in the group’s efforts to preserve and protect Big Creek and its environs.

6.3. Promote Connections to Existing Resources.

Establish multi-use trails that will connect with other networks and to other community facilities throughout the City and in neighboring cities, including the Brookside Reservation in Cleveland and the Big Creek Reservation in Brook Park.

7. TRANSPORTATION AND INFRASTRUCTURE

7.1. Manage Traffic And Increase Connectivity.

Traffic on the City’s main roads is one of the most frequently cited issues facing the City and its residents. While some traffic management strategies have been implemented along Ridge Road in response to the Ridge Road Operational Study prepared in 2002, traffic congestion is still a major problem in the vicinity of I-480, Ridge Road, Tiedeman Road, and Brookpark Road.

A. Enhance Connectivity to Reduce Short Trips.

The City’s residential density and close proximity of land uses requires that the City pay particular attention to how areas are connected to each other. By providing safe and pleasant access between residential and commercial areas, the City can encourage walking to destinations and discourage the use of autos for short trips. The opportunity exists to provide landscaping, lighting and safe walkways in several areas of the City--particularly in the Ridge Park and Biddulph Plaza areas, and along Memphis Road —where residential and commercial uses are adjacent to each other.

Additional street connections may be warranted to increase the travel options for both residents and employees and increase ways to avoid congested areas of the City at peak travel hours. Potential street connections include:

- 1 A connection out to either Brookpark Road or Tiedeman Road south of I-480 to enable local residents to access that area of the City without having to pass through the congestion at the Ridge Road or Tiedeman Road access ramps.
- 2 A connection between Memphis Avenue and Tiedeman Road, near Biddulph, to alleviate truck traffic on Tiedeman Road that is generated by the trucking companies on Memphis. This connection will also enable the development of vacant land behind American Greetings.
- 3 A connection between Ridge Road (at or near the Clinton Road intersection) and the Denison Avenue spur (ramps to I-71). This connection will need to be pursued in conjunction with the City of Cleveland and would improve access and marketability of the Clinton Road industrial corridor.

B. Require New Development To Mitigate Traffic Impacts.

Any time new development is proposed, a thorough study of traffic conditions and anticipated impacts should be conducted. The study should evaluate a broader area than just the immediate site, and require mitigating strategies from the private developer to address impacts that are both on-site and off-site. The zoning code and site plan review process should be updated to clearly spell out the requirements for traffic impact studies by clarifying what types of projects must submit (e.g., projects expecting to generate 500 daily trips, a common criteria in use by communities),

C. Continue to Implement the Ridge Road Operational Study Recommendations.

Continue to implement the transportation improvement recommendations from the Ridge Road Operational Study, especially the installation of a “state-of-the-art” interconnected traffic responsive signal system, in order to improve traffic flow along Ridge Road.

D. Continue to Pursue Improvements to the Tiedeman Road Corridor.

Though funding for improvements for the Tiedeman Road/I-480 ramps has been approved, additional improvements similar to those advocated for Ridge Road may be warranted, including signalization, etc.

E. Investigate Solutions for the Memphis Avenue/Tiedeman Road Intersection.

This intersection has posed problems for potential development of the corner sites. In order to efficiently address the issue and promote development on available vacant land, it may be necessary to hire a traffic consultant to review the street lights and access points along Memphis Avenue and Tiedeman Road. This could be coupled with improvements to the roadway for Ferrous Metals.

7.2. Provide For Alternative Transportation Options:

- A. Reduce through-traffic on the City's roads by working with the RTA and neighboring communities to provide additional transit alternatives such as Express Bus routing to major employment centers and local circulator busses.
- B. Enhance RTA transit circulation services serving the City and adjacent communities so as to accommodate lunchtime errands and other short trips that could be diverted to transit.
- C. Work with employers to promote the region's car and van pooling programs, the RTA's transit services and its Commuter Advantage program.
- D. Adopt access management zoning regulations as recommended by ODOT to control the quantity and location of entry/exit on to main roads. Access management promotes traffic safety and efficiency while enhancing traffic capacity. Examples of these strategies include shared access drives and routing of entry/exit points to local rather than main roads.
- E. Establish an extensive network for pedestrian and bike paths.

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CHAPTER 3.3

IMPLEMENTATION STRATEGIES

A successful planning effort is one that achieves general consensus, is practicable and is actually used as a functioning guide plan for development. A viable implementation program, one that sets forth specific action items, is a valuable tool to ensure that the recommendations are acted upon. This chapter matches specific implementation methods to the goals and policies set forth in Chapters 3.1 and 3.2.

❖ **Regulatory Control - Code Amendments**

Zoning is the most important tool the City has to implement the Master Plan and its policies. Regulation is direct, the basis for enforcement is well established, and approval is mandatory before construction can begin. Several zoning amendments have been proposed below.

❖ **Administrative Actions, including Funding for Improvements**

Some of the following strategies do not include adopting or modifying laws, but rather making changes to the way things are done at City Hall. Some of these items recommend improvements that will require spending public money.

The scope of this planning process is necessarily limited to the elements covered in the consultant's contract. Some items such as traffic recommendations will require additional studies that are more appropriately conducted by the experts in each particular field and therefore are beyond the scope of this project. These studies are identified for future consideration.

❖ **Master Plan Adoption, Implementation and Review**

In order for the Plan to be the guiding force that this process envisions, it is imperative that the City pursue the adoption and actual implementation of the policies. Changes to the zoning code, and other implementation strategies will not occur without the endorsement of the Administration and use of the Plan as a reference by the Planning Commission, Board of Zoning Appeals, Council, the Mayor and any other entity that makes decisions regarding land uses and development.

This chapter further prioritizes the action steps in one of four ways according to when the action should be undertaken:

- On-going – an action that is currently underway and should be continued
- Short-term – an action that should be pursued in the next two years (This does not necessarily mean that the action will be completed in the short-term)
- Mid-term – an action that should be pursued in the next two to five years.
- Long-term – an action that should be pursued in the next ten years

1. REGULATORY CONTROL - CODE AMENDMENTS

The Planning and Zoning Code is the City's fundamental tool to accomplish many of the land use policies in this Plan. During the course of preparing this Master Plan, there were a number of zoning items discussed. Once the Master Plan is finalized, the next step of this process is to begin a comprehensive review and update of the Brooklyn Planning and Zoning Code.

This section identifies potential new zoning districts and suggested modifications to existing regulations that will help to ensure that policies established are implemented to the fullest, each to be carefully crafted to achieve the specific goals and objectives previously noted. Other suggested amendments involve modifying or adding new development standards, which in some cases include specific numerical standards.

The suggested amendments listed below are intended to serve as guides and should be evaluated in detail by the Planning Commission and Council at the time a comprehensive update to the Planning and Zoning Code is conducted.

1.1. Enable homeowners to add on to their homes with a streamlined review and approval process.

There is one primary residential zoning district in the Brooklyn Zoning Code – the SF-DH Single-Family district. The minimum lot size requirements of the district cause entire neighborhoods to be nonconforming. The regulations for nonconforming uses (Chapter 1133 Nonconformities) do not specifically address nonconforming residential lots. Two options to streamline the regulations include:

- A. Establishing an additional single-family district with a minimum lot size requirement and side yard requirements that match the prevailing characteristics of the neighborhoods with the smaller lots.
- B. Establishing specific regulations for single-family homes on nonconforming lots that would allow for an administrative review process to allow the construction of additions and accessory structures.

1.2. Planned Residential Development (PRD) Regulations.

Consider establishing regulations for planned residential development regulations and allow a PRD as a permitted development option in the SF-DH zoning district. Specific development standards could include.

- A. Establishing a minimum density of approximately 3.0 to 3.5 dwelling units per acre, which is similar to the density of development permitted in the SF-DH district.
- B. Permitting this development option on development sites of two (2) or more acres.
- C. Requiring sensitive natural features found on a development site to be protected as “restricted” open space, without lessening the development potential of the site.
- D. Requiring a landscaped perimeter buffer area when the development site abuts single-family homes.

- E. Permitting greater flexibility in the arrangement of dwelling units by allowing units to be clustered or attached in groups of up to 3 or 4, and not requiring units to be on lots.
- F. Allowing for the construction of private streets provided they are built according to the public street profile.
- G. Requiring the perpetual maintenance of common areas, the establishment of a homeowners association and review of the association's covenants and restrictions.
- H. Establishing procedures for the Planning Commission to review and approve developers' plans.

1.3. Mixed-Use Zoning District for the Memphis Road City Center Area.

Consider establishing a new Mixed-Use District, which would be applied to the Memphis Road City Center Area. Specific development standards could include.

- A. Permitting a higher-intensity mix of retail and offices; this would enable, but not require redevelopment of the existing parcels.
 - 1. Permitting uses that encourage pedestrian activity. Uses that are currently permitted in the R-B Retail Business District (which is the current zoning of the commercial parcels), but which are not appropriate include drive-thru facilities, adult entertainment, car washes, auto sales, and public maintenance facilities. Uses that require larger, deeper sites such as hospitals are also not appropriate since the developable area with frontage on Memphis Avenue is generally shallow.
 - 2. Allowing apartments as a permitted use when located in a building that has retail stores on the first floor; and conditionally permitting freestanding multifamily buildings but only when located on the edges of the district.
 - 3. Permitting and regulating outdoor dining and outdoor displays. Prohibit outdoor storage.
- B. Establishing a mandatory building setback of 5 to 10 feet for new development.
- C. Allowing buildings to be built side-by-side with no side yard setback – except when located adjacent to a residential district.
- D. Requiring parking lots to be located behind or to the side of buildings to reduce their visual presence at the streetscape.
- E. Reducing the amount of parking spaces required, anticipating that some customers will walk or arrive via bus. Adding an allowance for the Planning Commission to reduce the number of parking spaces when an applicant provides sufficient evidence that supports reduced parking needs.
- F. Establishing strong design review criteria to control relationships between uses, street character, etc...

1. Creating design guidelines for buildings including requiring buildings to have a minimum height, with a minimum of two-stories or at least the appearance of two-stories, and display windows at street level.
2. Including design guidelines for streetscape improvements such as coordinated signs, amenities such as benches and lighting.

1.4. Development Standards for Commercial And Industrial Districts.

Consider revising the development standards currently in the Commercial and Industrial District regulations. Specific changes to consider include.

- A. Eliminating the 25% maximum building coverage in the commercial and industrial districts. Instead require a minimum 20% to 25% of the lot to be landscaped.
- B. Establishing regulations for outdoor storage permitted in the G-I General Industrial district: require compliance with building or parking setback requirements, screening the view from the street, etc.

1.5. Regulations for Nonconformities (Chapter 1133).

Consider expanding Chapter 1133, Nonconformities so that there are specific requirements for each type of nonconforming situation:

- A. Different situations include:
 1. Nonconforming uses – deals only with the occupancy of the building or lot.
 2. Nonconforming lots - lots that do not comply with the minimum lot area and /or minimum lot width:
 - vacant residential lots,
 - developed residential lots, and
 - nonresidential lots.
 3. Nonconforming buildings– buildings that are located on the lot in a way that does not comply with the minimum yard setbacks.
 4. Nonconforming parking /other site conditions – when there are not enough parking spaces or the site does not comply with landscaping requirements.
- B. Add regulations that allow the Building Department to issue permits for typical requests in nonconforming situations, e.g. additions and accessory structures for dwellings on nonconforming lots.
- C. Require landscaping improvements and compliance with landscape islands within expansive parking lots when property owners seek changes to their nonconforming properties.

1.6. Site Plan Review Procedures.

Consider expanding the site plan review procedures in the following ways:

- A. Adopting access management regulations including requirements for shared access drives and routing of entry/exit points to control the quantity and location of entry/exit on to main roads.
- B. Requiring a traffic impact study for new development that meets a certain threshold – number of vehicles generated, etc.
- C. Addressing nonconforming parking lot setbacks and interior landscaping on developed lots. Require compliance with the interior parking lot landscaping requirement whenever any building activity or major investment is planned for existing nonresidential development, and the existing development does not comply with the required interior parking lot landscaping.

1.7. Design Guidelines for Nonresidential Development.

Consider adopting Design Guidelines for nonresidential development, based on the zoning district and type of development. A comprehensive set of design guidelines could include:

- A. Building design guidelines for big box storefronts that require architectural features to be incorporated in the façade to provide visual interest.
- B. Guidelines to encourage two-story facades that attempt to replicate a neotraditional city center environment in the City Center area, regardless of the size of the buildings.
- C. Requiring specific landscaping in the 20 foot parking setback adjacent to the street right-of-way.
- D. Expanding and revising the Sign Regulations to include specific design guidelines that address the different street characteristics to help create common themes and unity among the commercial centers and industrial corridors in Brooklyn.
- E. Expanding the landscape regulations to require commercial and industrial property owners to install landscaping in the front yards, and include plant species guidelines.
- F. Adopting a design review process which could be conducted separate from or as part of the site plan review process. One option would be to have an architect review architectural drawings and provide an expert opinion to the Planning Commission for their consideration during the site plan review process.

1.8. Additional Regulations to Consider.

In addition to zoning regulations, the City has the ability and authority to adopt other laws and regulations as part of the codified ordinances. The following types of regulatory measures should be researched and considered:

Ongoing

- A. Continue to create and maintain a property data base so that vacant or abandoned properties can be more closely monitored.

In the short-term

- B. A property inspection program for all residential rental properties.

C. Permitting requirements for land disturbing activities so that clearcutting, cut and fill activities, and other grading and site preparation operations are done properly.

In the mid-term

D. Riparian setback regulations and a riparian setback map as part of the zoning code regulations. The riparian setback would apply to land adjacent to Big Creek and Stickney Creek.

E. A point of sale inspection program for owner-occupied dwelling units to ensure that houses are properly maintained in accordance with the building code.

1.9. Recommended Rezoning.

In the short-term - Rezone to the G-I General Industrial District parcels along the west end of Memphis Avenue that are currently zoned G-B General Business, in order to promote this entire area as a general industrial district.

2. ADMINISTRATIVE ACTIONS

The following strategies do not include adopting or modifying laws, but rather revising or creating new programs conducted by the City administration. Some of these items recommend improvements that will require spending public money.

2.1. Housing/Neighborhoods.

Ongoing Programs and Activities to Continue:

A. Continuing to compile a detailed database of properties/neighborhoods in the City.

1. Maintain/update listing of business types to identify vacant land and buildings that are available for purchase, lease and/or development/redevelopment.
2. Track the location of building code violations.
3. Monitor and track the length of time before violation(s) is/are corrected in order to assess the effectiveness of enforcement measures.
4. Identify nonconforming lots and uses.
5. Use database to maintain a systematic street repair, resurfacing program.
6. Aggressively pursue nuisance abatement to eliminate blighting influence of problem properties before influence can spread to adjoining properties.

B. Evaluating all existing financial incentive programs to determine if they are meeting needs and modify or expand accordingly. See Appendix F for list of programs available.

C. Expanding the marketing of financial incentive programs available to residents and business owners.

D. Providing for safe pedestrian and bicycle crossings at intersections.

Programs and Activities to Consider In the Short-Term

E. Establishing or identifying demonstration projects/pilot projects that creatively address the issues of small lot sizes and small home sizes so that residents can see the potential of their existing home to accomplish changing family needs.

F. Developing education/outreach materials for homeowners that document economic benefits of property maintenance and investment for single & multifamily properties.

G. Establishing a pilot neighborhood maintenance program in the Biddulph/Ridge Road residential neighborhood (the neighborhood that scored the lowest in the community survey) and a funding mechanism. The program could include:

1. Home Repair Grant for single-family owner-occupants to correct exterior code violations
2. Free Paint for single-family owner-occupants

H. Developing a recognition program: conduct annual curb appeal survey and a ceremony recognizing property owners whose properties are exemplary. Establish separate programs for residential and nonresidential properties.

I. Lobbying for additional statewide regulatory changes to address housing foreclosures, predatory lending, and other housing-related issues.

2.2. Economic Development

Ongoing Programs and Activities to Continue:

A. Continuing to work closely with the Chamber of Commerce.

B. Encouraging businesses to participate in the streetscape program for public improvements in rights-of-way: street trees, sidewalk enhancements, coordinated brick pavers, etc.

C. Promoting green building strategies to applicants when construction projects are reviewed. This could include establishing incentives for people to incorporate green building strategies in their construction projects. The LEED (Leadership in Energy and Environmental Design) Green Building Rating System® is a voluntary, consensus-based national standard for developing high-performance, sustainable buildings. "Green building" techniques—whether for new construction or rehab include four basic strategies:

1. Optimum-value engineering,
2. Energy-efficient building,
3. Ecological building materials,
4. Nontoxic materials and systems.

KeyCorp's 750,000-square-foot technology and operations campus has incorporated many "green building" techniques and in 2005 earned LEED certification from the U.S. Green Building Council (USGBC).

Programs and Activities to Consider In the Short-Term

D. Evaluating the benefits of joining the Northeast Ohio First Suburbs Consortium, and the First Suburbs Development Council (FSDC). The FSDC addresses development issues and augments member cities' redevelopment efforts. See Appendix L for more details on the First Suburbs Consortium and FSDC.

E. Repositioning and funding the position of Economic Development Coordinator. Additional duties of an Economic Development Coordinator could include:

1. Assist in marketing location opportunities in the industrial areas and other areas of the City.
2. Conduct proactive efforts to identify and recruit local residents as potential entrepreneurs to operate niche businesses.
3. Prepare marketing materials about opportunities and incentives available in the City.

F. Partnering with the Stockyards Area Development Association and the KSU Urban Design Center to undertake a streetscape enhancement program and create design guidelines for the northern end of Ridge Road.

Programs and Activities to Consider In the Mid-Term (starting in two to five years)

G. Pursuing Brownfields funding and assistance for the Weston Property. Some key action steps include, but are not limited to the following:

1. Contact Weston, Inc., the property owner of the largest contiguous site on Clinton Road, and begin communications about improving the site.
2. Investigate the three types of brownfields grants currently available through U.S. EPA: assessment grants, revolving loan fund grants and cleanup grants.
3. Review grant proposal guidelines of each grant and familiarize self with the process and requirements of the Brownfields Revitalization Act.
4. Notify community stakeholders of intent and provide an opportunity for public comment prior to grant submission.
5. Apply for the Clean Ohio Revitalization Fund through the Ohio Department of Development.
6. Perform a VAP Phase I environmental assessment that identifies the environmental problem; define the intended use of the site.
7. Apply for additional Brownfields assistance funding through the state and Cuyahoga County.
8. Work with property owners to adopt a voluntary clean program (VCP) or voluntary action program (VAP).
9. Consider hiring an experienced environmental attorney to guide the City through the legal, environmental and engineering concerns that may arise.
10. Secure additional financing sources for site assessments, underwriting cost, preparing a cleanup plan, and carrying through regulatory agencies.

H. Establishing an incentive program to encourage nonresidential property owners to undertake streetscape improvements in order to comply with the parking setback/front yard landscaping requirements.

Programs and Activities to Consider In the Long-Term

I. Establishing and funding a land bank (land reutilization) program.

J. Partnering with Parma to undertake a coordinated streetscape enhancement program so that both sides of Brookpark Road are improved.

K. Incorporating burying the overhead utility wires whenever possible, when major road work is planned or as part of a street beautification project. Some major development projects will convert overhead utility lines to underground if both sides of the street can be included in the cost.

2.3. Community Character

Ongoing Programs and Activities to Continue:

Evaluating the façade and exterior uses at the old Fire Station for handicap parking, a mini-park, additional landscaping or a combination of uses.

2.4. Community Facilities

Ongoing Programs and Activities to Continue:

A. Continuing to implement economically feasible upgrades to the Recreation Center.

B. Continuing to coordinate with the School District on initiatives of mutual benefit:

1. Recreational and community service programming for teens;
2. Continuing education for workforce training;
3. Mentoring programs, educational programs for high school students designed to meet the specialized/skilled needs of local industries.

C. Pursuing connections to the Cleveland Metroparks all-purpose trails – especially those that end at the Brooklyn City boarder, such as the trail from the Brookside Reservation in Cleveland and the trail at the Big Creek entrance on Brookpark Road in Parma.

Programs and Activities to Consider In the Short-Term

D. Working with the Metroparks to plan for trail connections.

E. Improving the surface of the access path to Marquardt Park.

2.5. Transportation.

Ongoing Programs and Activities to Continue:

A. Working with the Northeast Ohio Areawide Coordinating Agency (NOACA) to secure funding for multi-modal transportation improvements.

Programs and Activities to Consider In the Short-Term

- B. Working with the City of Cleveland, NOACA and ODOT to explore the potential to more directly connect Clinton Road to the Denison Road I-71 access ramp, along or parallel to the Norfolk Southern railroad tracks.
- C. Working with appropriate agencies to rebuild and replace the railroad underpasses at Memphis Avenue and Clinton Road to improve the safety and attractiveness of the area.
- D. Evaluating the feasibility of establishing emergency access between Summer Lane and Tiedeman Road.
- E. Evaluating the pros and cons of eliminating residential street access onto Ridge Road in the Ridge Park Square area, e.g., closing Delora Street, and adopting traffic calming measures on residential streets impacted by cut through traffic.

Programs and Activities to Consider In the Long-Term

- F. Working with the ODOT and NOACA to secure TEA-21 or other transportation grant money to include bike/pedestrian paths in state planned road improvement projects.
- G. Incorporating a bike lane or trail along parts of Tiedeman Road, especially when any future road improvement along Tiedeman Road are planned.
- H. Evaluating the feasibility of constructing a new street parallel to and west of Tiedeman Road to connect Tiedeman to Memphis Avenue and to facilitate development of the vacant, industrially-zoned land south of American Greetings and north of the Plain Dealer.

2.6. Municipal Operations.

Ongoing Programs and Activities to Continue:

- A. Considering new sources for municipal revenue such as corporate sign sponsorship at City facilities' scoreboards.
- B. Continuing to explore ways to balance municipal revenue sources (income tax and property tax).

3. MASTER PLAN ADOPTION, IMPLEMENTATION AND REVIEW

3.1. Create Public Awareness and Conduct Local Review of the Master Plan.

The Plan's effectiveness depends upon the extent to which it is seen, read, understood, embraced, and respected. Continue to create public awareness include by:

- A. Circulating and Promoting the Master Plan. Copies of the Draft Plan will be made available for public review at City Hall and on the City's website, and could be available at several other local public location(s). Copies should also be distributed to elected City

officials, key Planning Commission and Board of Appeals representatives and department heads for their study and review.

B. Host a Public Meeting. Conducting public information meetings. A public meeting provides an opportunity for residents and others to comment on Draft Plan content prior to finalization and adoption.

C. Publish and Circulate a Special Newsletter. A newsletter distributed City-wide to residents (and possibly businesses) can inform and update all stakeholders regarding the Draft Plan content and upcoming activities and events associated with its adoption.

D. Issue Press Releases. Newspaper notices and articles offer yet another means of raising public awareness of the Master Plan and public meetings where residents' input is encouraged.

3.2. Adopt the Master Plan.

The timely formal adoption of the Master Plan is a critical initial step to the successful implementation of its policies and recommendations. Adoption enables the City's Administration, Council, Planning Commission and other boards and commissions to make decisions on issues based on goals and policies that have been formally embraced by the community.

3.3. Commit to Accomplishing the Policies in the Plan.

A. Establish a Master Plan Implementation Committee. Such a committee would meet regularly to help coordinate and ensure Plan implementation. Responsibilities include, but are not limited to:

1. Prioritize and further define action steps.
2. Recommend the assignment of implementation responsibilities.
3. Identify needed resources and funding mechanisms.
4. Develop an implementation schedule.
5. Develop "benchmarks" with which to measure progress and community impacts.

B. Appoint a Plan Implementation Coordinator. Identify and designate an existing staff person to oversee the ongoing management of all activities associated with Master Plan implementation.

C. Commit Staff and Financial Resources. The City must designate and commit resources to ensure the successful implementation of the Master Plan.

3.4. Review the Master Plan Periodically.

The Master Plan is part of a continuous and dynamic comprehensive planning process that must be continually responsive to the City's changing circumstances and needs. The Plan is not a static document, or absolute, which is exempt from future change. A comprehensive review of the Master Plan should be conducted at least every three to five years and should consider input of all stakeholders, conducted in a public fashion.

DRAFT